

# **2005 Youth Needs Assessment Report**

**For Louisville, Kentucky**

**Presented by:**

**Louisville Metro Alliance for Youth**

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2005 Youth Needs Assessment Report was developed by a subcommittee of the Louisville Metro Alliance For Youth.

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# LOUISVILLE METRO ALLIANCE FOR YOUTH NEEDS ASSESSMENT REPORT

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## I. INTRODUCTION

In accordance with Kentucky Acts Chapter, Section 1 of HB 455, the Department of Juvenile Justice (DJJ) was authorized to form local juvenile delinquency prevention Councils “for the purpose of encouraging the initiation of, or supporting ongoing, interagency cooperation and collaboration in addressing juvenile crime and juvenile status offenses.” The Councils are responsible for the development of local juvenile justice plans and interagency cooperation and information sharing agreements.

In response to the need for local coordination and planning for juvenile crime prevention, the Jefferson County Juvenile Delinquency Prevention Council was established in December 1998 in partnership with the Kentucky Department of Juvenile Justice. In September 2003, the Council merged with the Kentuckiana Workforce’s Youth Council to become the Louisville Metro Alliance for Youth. The Alliance membership represents state and federally mandated stakeholders in the local juvenile justice arena, as well as other community representatives concerned with the success and safety of our young people.

### Purpose of this Report

With the recent merger of the Jefferson County and Louisville governments into the Louisville Jefferson County Metro Government, more commonly referred to as Louisville Metro, came an opportunity for many collaborative efforts at all levels of public and private initiatives. Following the lead of the city and county governments, the Kentuckiana Workforce Youth Council joined forces with the Jefferson County Juvenile Delinquency Prevention Council to become the Louisville Metro Alliance for Youth (Alliance). The interest in merging these important organizations was driven by a joint desire to increase the capacity of each to address a wider range of needs among youth and families.

The goal of the Alliance is to have this document be the first of many comprehensive needs assessments to help focus community efforts on the most pressing problems and needs facing Louisville Metro’s youth and families. It examines a number of community and individual risk factors. It includes data that suggests individual and community strengths and assets, factors that contribute to academic success or failure, to criminal or non-delinquent behavior, to skill and workforce development, to good health and overall well being. It identifies current investments in youth, gaps in services and opportunities to improve community efforts on behalf of our young people.

This document is also being prepared to meet the requirements of the Kentucky Department of Juvenile Justice and the needs assessment and planning requirements set forth for Kentucky’s Juvenile Delinquency Prevention Councils.

## Data Sources

Data used in this report was gathered from a variety of pre-existing reports and was not generated specifically for this report. The Alliance began the data identification process by determining what information was desirable and then collecting the available data from a variety of sources. The Alliance determined that information would be most helpful if it fell into one of the following five categories:

1. Educational Development
2. Health and Welfare
3. Economic Stability
4. Criminality/Criminal Behavior
5. Assets/Developmental Assets

The Alliance gathered the most current information available and, where possible, multiple years worth of information so that trends could be noted. Some of the data was gathered from existing reports that had already synthesized the information into findings, while other data was available in “un-interpreted” aggregate form. The most desirable data comes from local sources and is Jefferson County specific. In instances where “local” data is not available, statewide information may be referenced (see data limitations section for more information). A complete listing of data sources used in this report is located in the appendix.

## Data Limitations

It is important to note that the data that is available provides ample opportunity for a good needs analysis. Data contained in this report comes from existing reports or sources provided by or obtained from a variety of sources (i.e. secondary data). This report does not contain “original” data research as in survey data developed specifically for this assessment. As a result, there are inherent limitations that should be noted. Most obvious is the fact that any analysis is only as good as the data that is available. This is not to say that the data provided isn’t of good quality, but rather there may be specific information missing. In some instances, the only data available on a particular issue was in statewide form. Other limitations include: the most recent data from a source may not be as current as desired; multiple years of data might not be available; there is no universal definition to guide data sources; data is usually presented on an annual basis, but it may be on a calendar year, a school year or a fiscal year; and data from each of the sources do not compare to each other.

Probably the one most important limitation encountered is the result of arrest data not being available. Arrest data is very important to analyzing not only types of crimes being attributed to juveniles, but to determining trends and patterns in offending behavior. Arrest data is also an important link in observing the juvenile justice process (from arrest to disposition). Data was obtained from the Administrative Office of Courts providing us with information on referrals to the Court Designated Worker program, including criminal, delinquent, and status offense behaviors.

Comprehensive mental health/substance abuse treatment data for youth is limited which makes it difficult to measure the general well-being of our youth. Inpatient hospitalization data is available but outpatient data is not readily available and currently restricted to utilization data from Seven Counties Services, Inc., the community mental health organization serving the metro area. The Behavioral Risk Factor Surveillance System (BRFSS) phone survey which includes questions related to behavioral and mental health was last conducted in 2004 and interviewed adults so data is not available specific to youth.

## II. RISK AND PROTECTIVE FACTORS

Data presented in this report is intended to illuminate known critical risk and protective factors impacting the lives of youth in the Louisville Metro area. The terms “risk” and “protective” factors have become common language in our society and have their roots in the medical field. For example, most of us are familiar with the risk factors for heart disease (e.g., high blood pressure, high cholesterol, overweight/obesity, smoking, physical inactivity) as well as the protective factors (e.g., low fat and high fiber diet, exercise, weight loss). For purposes of this report, we will focus on risk and protective factors associated with delinquent and problem behavior.

Risk factors are those internal and external qualities and conditions that have been scientifically linked to delinquent and criminal behavior. Protective factors are qualities and conditions that potentially provide a buffer to risk factors and may decrease the likelihood that an individual will engage in delinquent and harmful behavior. Another common, and often intertwined, term is “assets” and/or “developmental assets”. The Search Institute®<sup>i</sup> defines developmental assets as “positive experiences and personal qualities that young people need to grow up healthy, caring, and responsible.” These developmental assets are presented and discussed in section IV of this report.

Risk and protective factors are typically grouped into categories and often referred to as either:

1. Domains,
2. Developmental Settings,
3. Spheres of Influence, or
4. Ecological Framework

These categories include characteristics and conditions that can be found in the individual, families, peers, schools, neighborhoods, and the larger community/environment, and include:

### Individual

- Temperament
- Resiliency
- Outlook
- Social skills

### Families

- Supervision
- Behavioral expectations
- Boundaries and limitations
- Exposure to violence
- Abuse/neglect
- Marital discord/conflict
- Parent/child interaction
- Harsh and erratic discipline
- Substance/alcohol abuse
- Socioeconomic status
- Delinquent/criminal siblings
- Criminal behavior of parents/caregivers

### Peers

- Friends who engage in delinquent behavior
- Gangs
- Prosocial and positive peer relationships
- Social isolation

### School

- Academic achievement
- Attachment to school
- Values education
- Disciplinary referrals
- Learning disabilities
- Truancy
- Suspensions/expulsions



## Neighborhood/Community/Environment

- Economic conditions
- Access to services
- Access to positive/prosocial activities
- Community organization
- Community connectedness
- Community investment in youth
- Access to drugs
- Access to guns
- Criminal activity
- Housing
- Media exposure to violence

Protective factors and developmental assets can be found within each of the above mentioned categories and includes characteristics of the individual (what the youth does, believes, values, etc.) and characteristics of the environment in which youth live. Characteristics of the individual include things such as a positive outlook of the future, sense of control, connectedness to school, participation in prosocial activities, connectedness to positive/prosocial adults, association with positive/prosocial peers, integrity, honesty, etc. Environmental characteristics include family support, caring school climate, quality education, community opportunities for prosocial participation, safe communities, caring neighborhoods, adult (positive/prosocial) role models, creative activities, etc.

The presence and/or absence of any single risk factor or protective factor/developmental asset cannot be linked to any specific delinquent or behavioral problem within the community. Rather, it is the accumulation of both the negatives and positives that influence the larger community of youth. In other words, the more risk factors there are in the community the greater likelihood there is for increased levels of problem, delinquent and violent behaviors. Conversely, the greater the number protective factors and assets that exist in the community, the more likely there is to be reduced (or smaller) numbers of problem behaviors. Risk reduction and protective factor/asset enhancement must be combined for successful community prevention and intervention.

## III. COMMUNITY DEMOGRAPHIC PROFILE

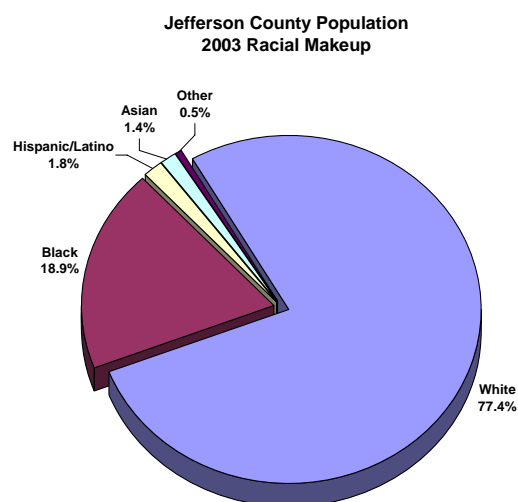
In 2003 the City of Louisville and the County of Jefferson merged to become one of the 25 largest cities in the United States. Louisville Metro is now home to approximately 700,000 citizens.<sup>ii</sup> The following is select population information compiled by the Kentucky Census Data Center using census data from 2000 provided by the U.S. Census Bureau:

## Persons, Households, Families

Louisville Metro has just over 287,000 known households with an average household size of 2.37 persons. 543,250 individuals live in 182,971 families for an average of nearly 3 persons per family. Single person households are much more likely to be headed by a female. Single head of households with children under the age of 18 are nearly five times more likely to be headed by a female than a male.

## Race/Ethnicity

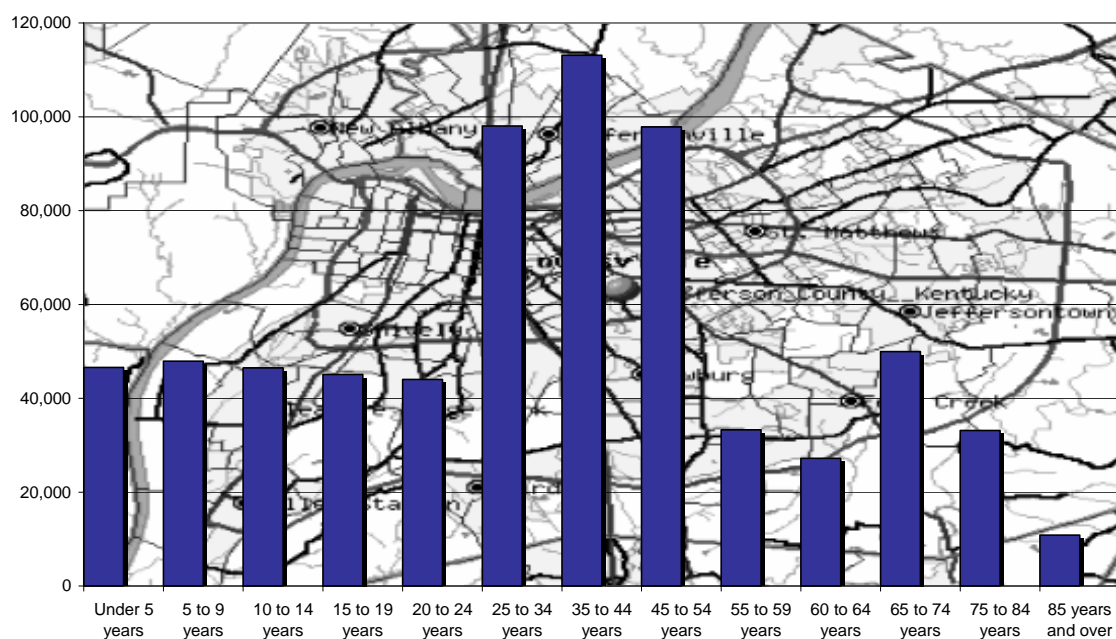
Nearly all (98.6) percent of the population claims to be of one race with the great majority (77.4%) being White. Blacks make up the largest minority group (18.9% of total population) and are 89.1% of all minority groups. Individuals of Hispanic origin make up nearly 2% of the total population and although the numbers are relatively small, this ethnic population increased from 4,365 in 1990 to 12,370 in 2000 (183% increase). The only other racial group to comprise more than 1% of the population is Asian (1.4%).



## Age Distribution and Population Growth

Louisville Metro has a juvenile population (under age 18) of 168,271. Overall, the community has seen a modest population growth of 4.3% during the ten year period 1990 – 2000. The population of individuals age 0 to 15 increased at a slightly slower pace at 3.6%. Individuals age 15 to 24 declined by 1.9% and 25 to 34 year olds declined 15.3%. Population growth projections for the next fifteen years put the age group 0 to 19 at a slight growth rate of 2.1%. These same projections predict an overall community growth rate of 11%.

## Jefferson County Population by Age Group 2000



## IV. Needs ASSESSMENT/DATA PRESENTATION

### Educational Development

Educational development is important in examining both risk and protective factors/assets. As noted in the previous section, risk and protective factor research has demonstrated a link between educational success and individual wellbeing. In this section we will present data that relates to attachment/bonding to school, behavioral issues and academic performance.

#### A. Truancy/School Absences

Attachment/bonding to school is a strong protective factor and is linked to academic success. One indicator of how attached students are to their school is how often and how many days of school they miss. Unexcused absence from school is considered truancy. Truancy has been linked to delinquency, substance abuse, school dropout, teen pregnancy and educational failure by numerous research studies.

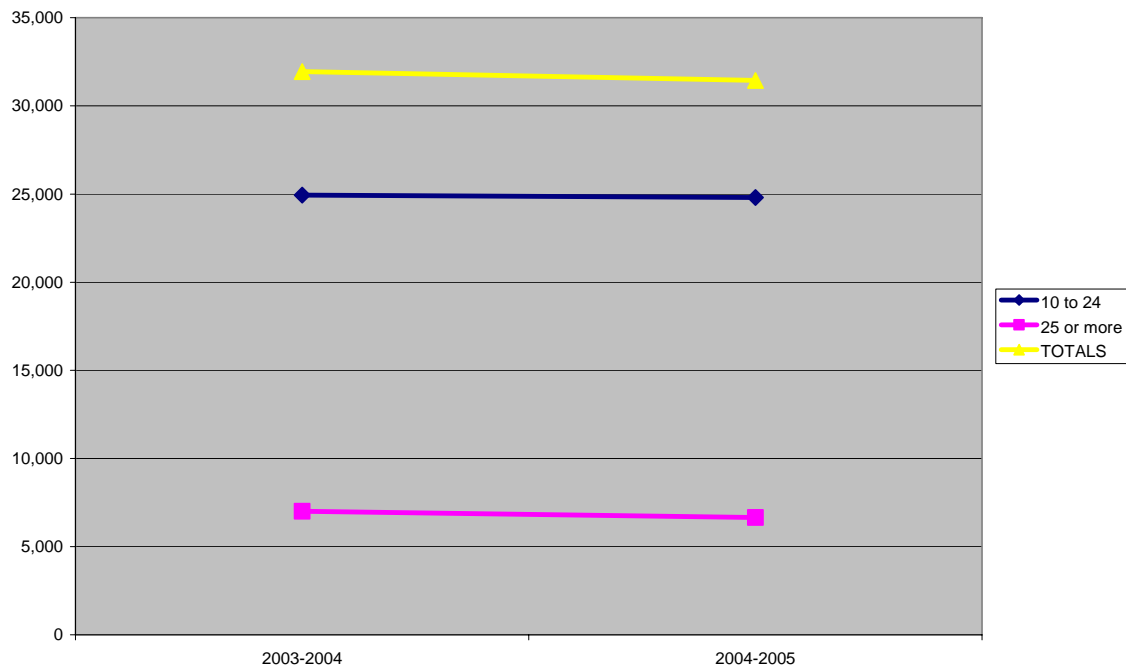
By strict definition, any unexcused absence from school is truancy. However, Kentucky law (revised during the 2005 legislative session) defines truancy as 3 or more days absent from school without a valid excuse or tardy on 3 or more days. A student is considered to be habitually truant if s/he has 6 or more days of unexcused absences. This is a change from prior statutory language that defined truancy as 6 or more unexcused absences/tardies and habitual truancy as 9 or more days.

In 1999 Jefferson County Public Schools (JCPS) implemented a major attendance/truancy prevention initiative. Statewide data indicated that JCPS was falling below statewide averages for daily attendance at the elementary school level (95.9%), middle schools (94%) and high schools (93.5%). In response, JCPS established a daily attendance target of 96% for all grade levels a rate higher than the statewide goal of 94.4%.

The JCPS plan created a tiered response approach to students who record unexcused absences. Intervention is to occur for any youth with one or more unexcused absence. Intervention includes initial contact by the local school followed by referral to the Family Resource Center at 6-9 unexcused absences. If the student records 9-15 unexcused absences, intervention by the Neighborhood Place occurs. At the same time, the District school system intervenes through the Assistant Director of Pupil Personnel and referrals can be made to the courts resulting in possible court fines and social service interventions. The implementation of the plan resulted in an increase in the overall attendance rate to 93.7% in the 2004/2005 school year, compared to 93.1% in the 1999/2000 school year.

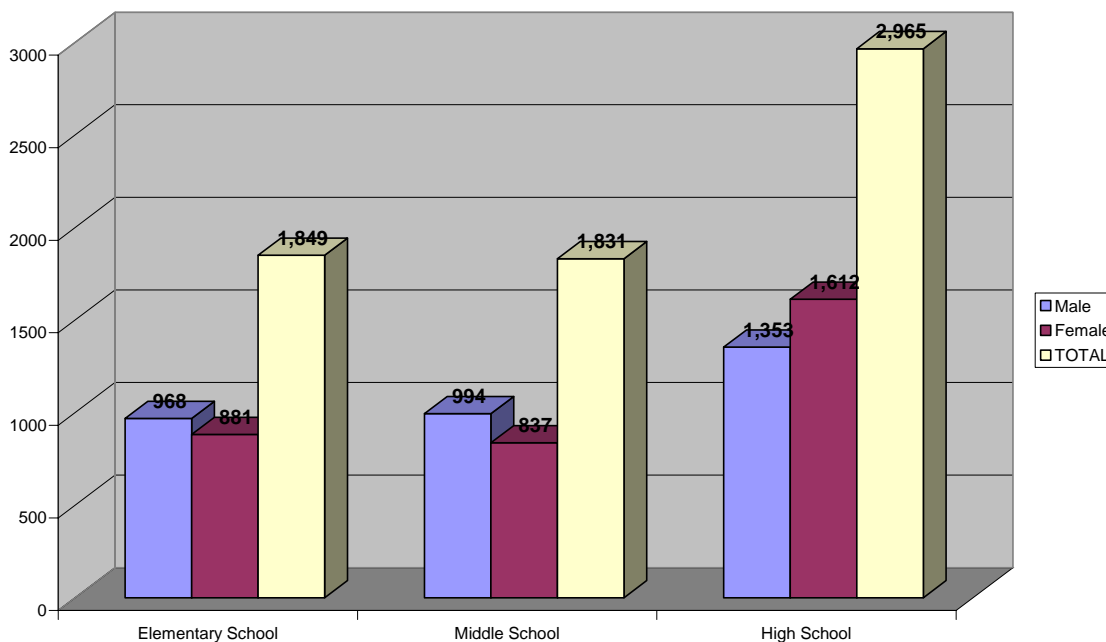
The following data is reported from Jefferson County Public Schools (JCPS) for the school years 2003/2004 and 2004/2005. JCPS is the 28th largest public school system in the United States with an annual enrollment of over 97,000 students. This data provides a look at both truancy (unexcused absences) and “excessive absences” (includes excused absences) because of the potential affect on a youth missing significant days at school.

### JCPS 2 Year Truancy/School Absence Trend



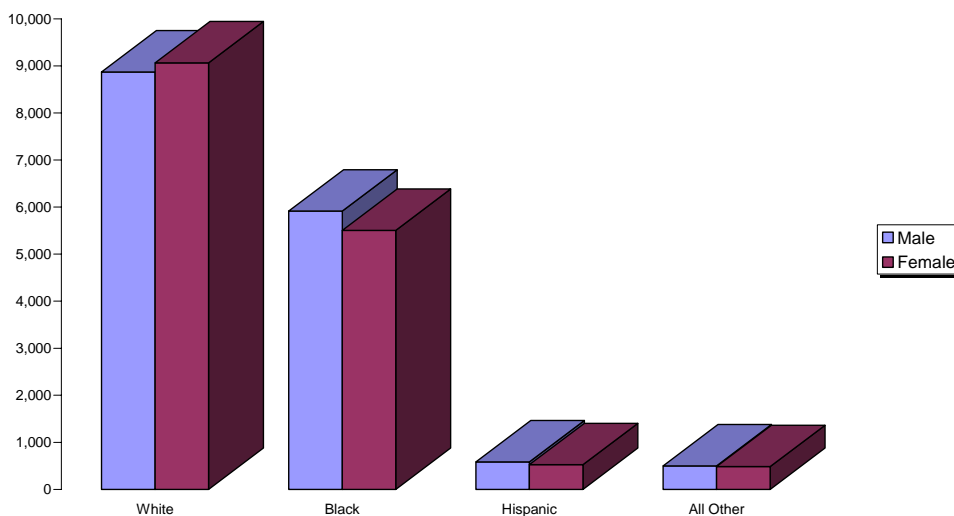
- During the past two school years in excess of 31,000 students were absent from school 10 or more days (roughly a third of student enrollment)
- In 2003/2004 a total of 7,009 students had 25 or more days of absences and that number (students) dropped to 6,645 for the 2004/2005 school year
- Overall, the truancy/excessive absences dropped by 1.5% from 2004 to 2005
- More than 4 in 10 (44.6%) of the students with 25 or more absences in 2004/2005 were enrolled in high school
- Excessive absenteeism/truancy was virtually the same for both elementary schools and middle schools
- At the elementary and middle school levels males were more likely than females to have excessive absences, but this changes at the high school level where more girls than boys had excessive absences

### JCPS Student Absences 2004-2005 25 Days of More

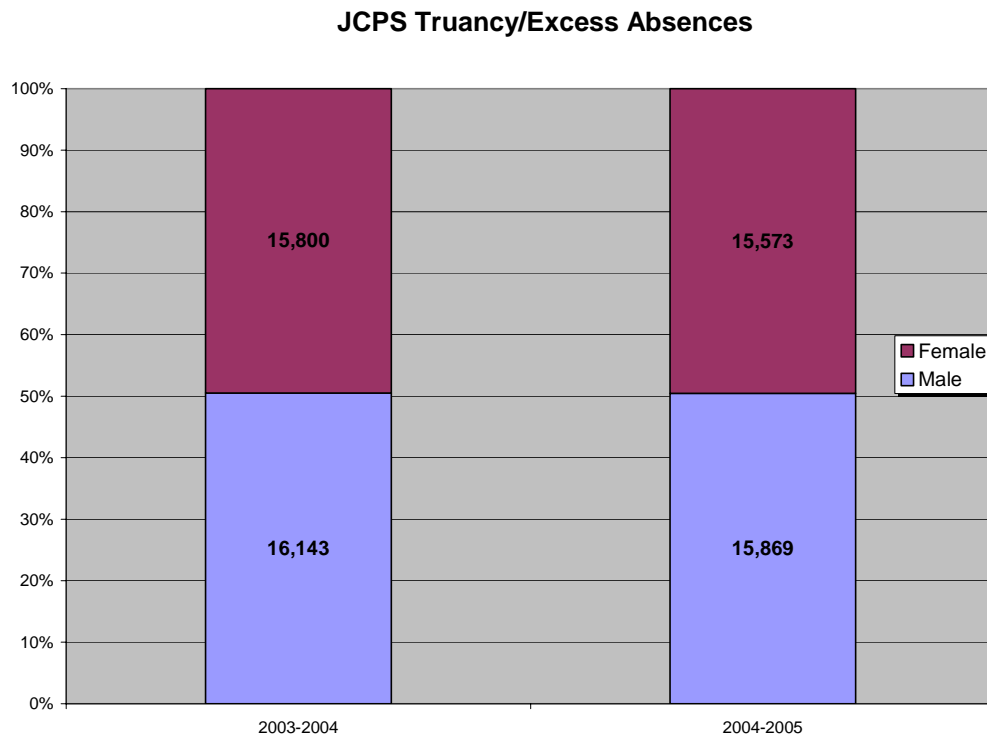


- The relationship between race and truancy/excessive absences is nearly one-to-one. For example, 57% of students with excessive absences were white and whites made up 57% of the student enrollment for 2004/2005. The numbers also compare for blacks (36% absences to 35% enrollment) and Hispanic youth (3.5% to 3.4%)

### JCPS Truancy Data by Race & Gender 2004-2005



- White females made up the largest number of students with excessive absences followed by white males, black males, black females, Hispanic males and Hispanic females
- Overall, gender did not appear to be linked to rates of truancy or excessive absences with the an almost identical number of males and females included in these numbers for both school years



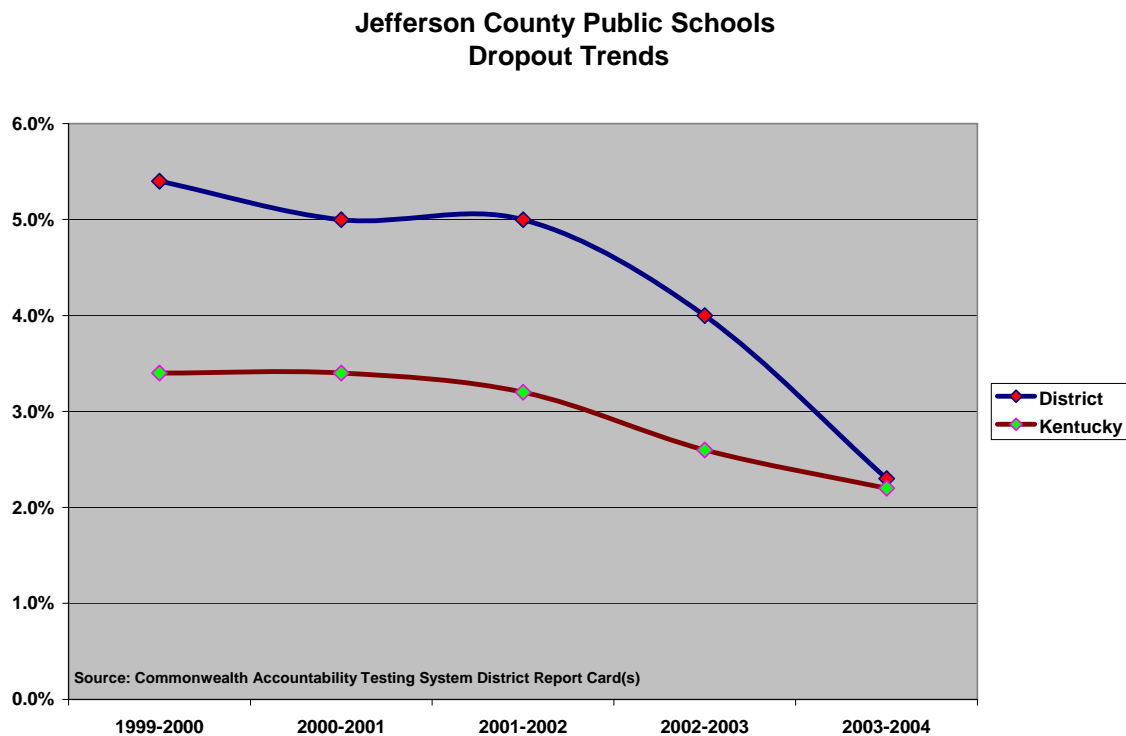
## B. School Dropouts

Youth who drop out of school prior to the completion of high school do so for a variety of reasons such as failing classes, do not like school, do not get along with teachers and other students, interested in getting work, and females that became pregnant. Research has demonstrated that the more risk factors present in a young person's life, the greater likelihood to experience problem behaviors/outcomes, including dropping out of school. However, school dropout is not only a casualty of risk factors, but, in essence, becomes a risk factor/liability itself for other problems.

Dropping out of school often leads to future problems and challenges. In a 1997 OJJDP report entitled *Keeping Young People in School: Community Programs That Work*<sup>iii</sup> the authors noted some of the documented "costs" of dropping out including:

- *The relative earnings of high school dropouts are lower than those who complete high school or college*
- *High school dropouts experience more unemployment during their work careers*
- *Young women who drop out of high school are more likely to become pregnant at young ages and more likely to become single parents*

For this report, data on dropout rates in Jefferson County were taken from the Commonwealth Accountability Testing System, District Report Card for the five most recent (available) years.



- As the graphic above shows, Jefferson County has experienced a significant decline in the percentage of students who dropped out of school in recent years (5.4% in 1999-2000 to 2.3% in 2003-2004)
- Jefferson County has, in recent years, always had a higher dropout rate than the state average, however, that rate was nearly identical in 2003-2004 (2.3% for Jefferson County compared to 2.2% for Kentucky) even as the statewide average showed declines also
- Every high school in Jefferson County experienced a decline in dropouts from 1999 to 2003
- Dropout rates do, however, vary considerably from school-to-school with a range of zero dropouts to 6.8% of the enrolled population
- Although Western High School had the highest dropout rate in Jefferson County in 2003 this rate was less than half of what it was in 2001 (14.24%)



- Iroquois, despite being above the district rate for 2003, had a rate that was only about one-third of what it had been in 1999 (12.94% to 4.66%)
- Central had the most dramatic (percentage) drop from nearly 7% to .5%

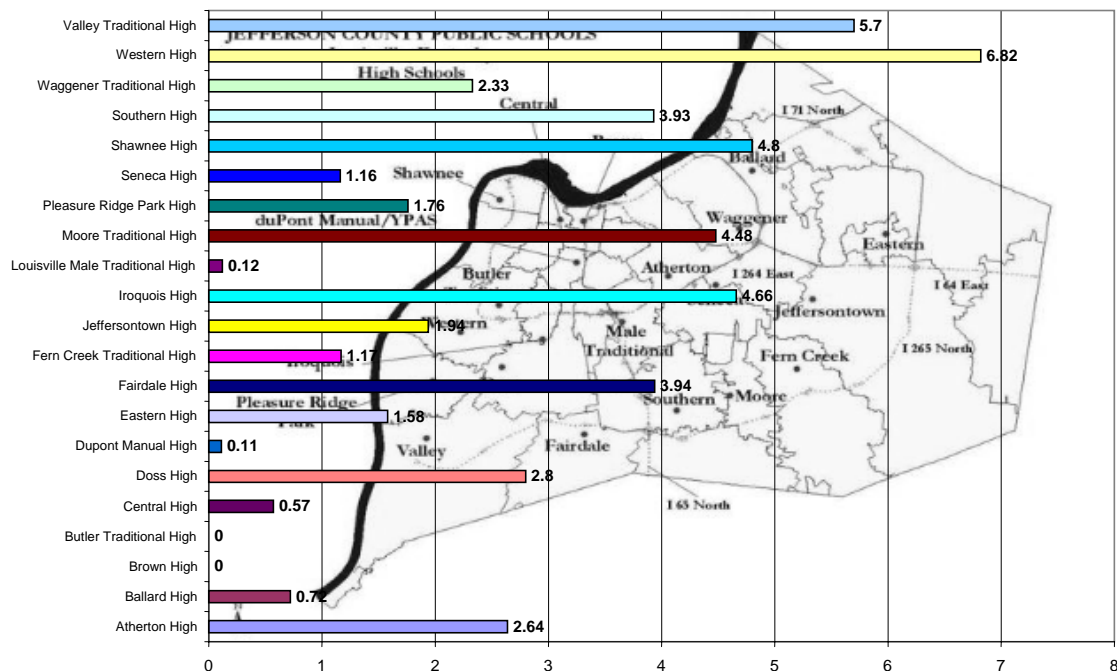
<b>JCPS Percent Dropouts by School</b>			
<b>5 Year Trend</b>			
<b>School</b>	<b>1999</b>	<b>2003</b>	<b>5 Year Trend</b>
Atherton High	4.81	2.64	↓
Ballard High	3.36	0.72	↓
Brown High	0	0	↔
Butler Traditional High	0.24	0	↓
Central High	6.99	0.57	↓
Doss High	4.39	2.8	↓
Dupont Manual High	0.34	0.11	↓
Eastern High	3.87	1.58	↓
Fairdale High	5.59	3.94	↓
Fern Creek Traditional High	2.99	1.17	↓
Jeffersontown High	4.55	1.94	↓
Iroquois High	12.94	4.66	↓
Louisville Male Traditional High	0.31	0.12	↓
Moore Traditional High	9.59	4.48	↓
Pleasure Ridge Park High	3.51	1.76	↓
Seneca High	3.29	1.16	↓
Shawnee High	9.06	4.8	↓
Southern High	6.68	3.93	↓
Waggener Traditional High	4.1	2.33	↓
Western High	11.26	6.82	↓
Valley Traditional High	8.88	5.7	↓

*Source: KDE, Office of Assessment and Accountability*

The improvement in dropout rate can be attributed to a number of initiatives implemented by JCPS including early intervention through the above-mentioned Attendance/Truancy Prevention Plan put into place in the 1999/2000 school year as well as the option for a student to continue their coursework through the E-school program, among other efforts. E-school allows students to complete coursework via the internet from locations outside of the school or even outside of the metro area. Students can stay enrolled and reach graduation status without having to dropout.

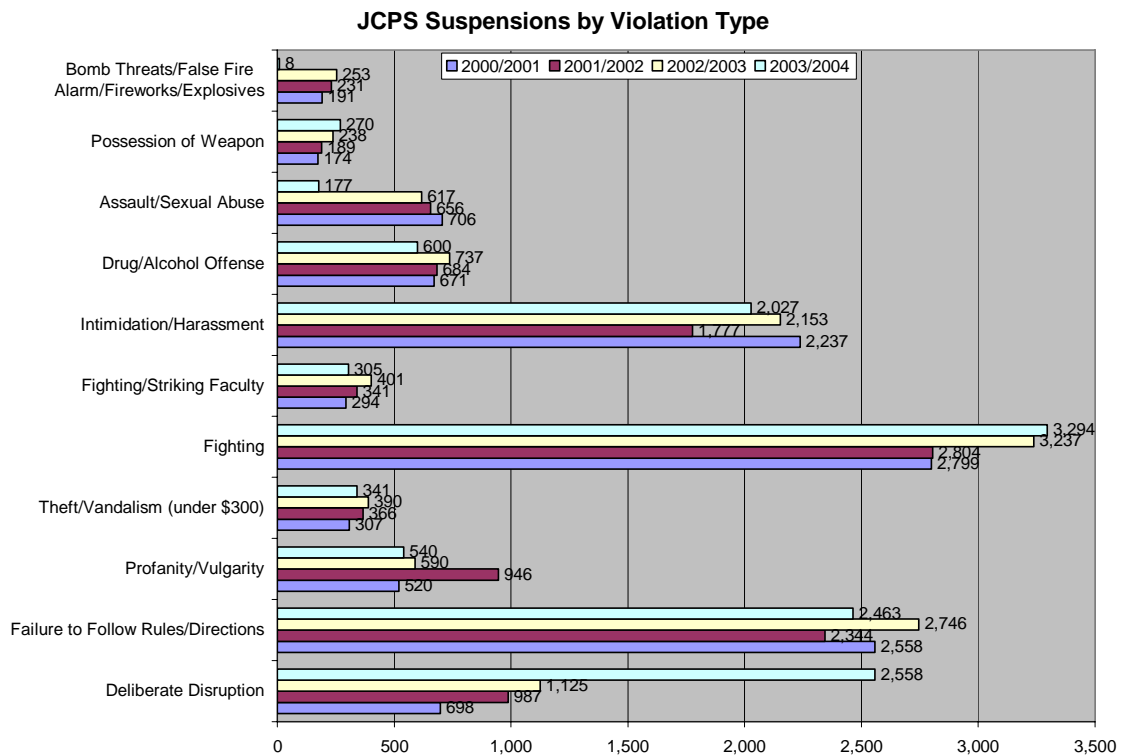
Additional initiatives implemented by the school system which impacted the dropout rate include expansion of pilot programs and independent studies programs, better monitoring of program assignments to alternative schools, better follow-up of students who withdraw and enhanced student support programs. Student supports encompass programs such as Positive Outreach and Behavior Coaches. Finally, the state agency schools and the Teen Age Pregnancy Program further enable at-risk youth to stay connected to school and graduate.

**JCPS Dropout Rate by School  
2003**



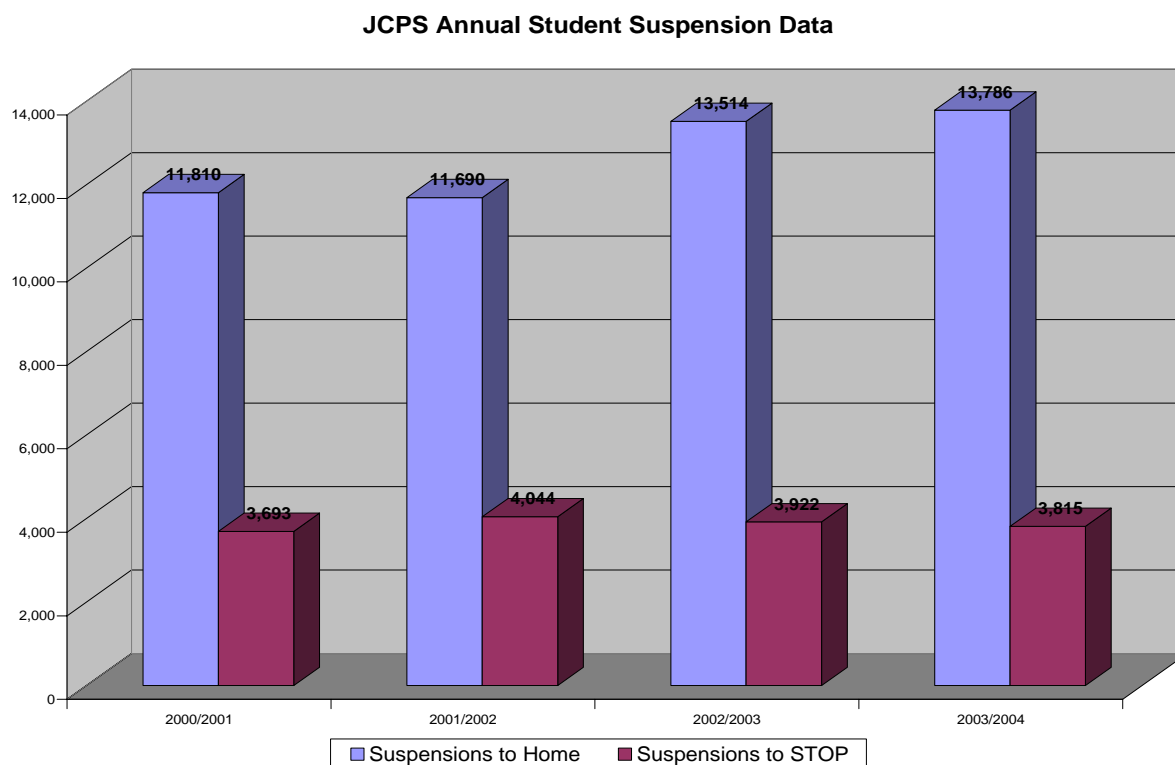
## B. Suspensions

- From 2000/01 through 2003/04, JCPS reported a total of 50,800 out of school suspensions for either student violations of school policy or violations of the law
- Suspensions showed a steady trend upward for a 17% increase from 2000/01 to 2003/04
- During this reporting period, fighting was the single biggest reason for suspension (24% of all suspensions) and increased each year for a total increase of 18%
- Although the overall number remain relatively small, the number of suspensions for “fighting/striking faculty” increased by more than a third (36%) from 2001 – 2003, but declined 24% from 2003 to 2004 resulting in a overall increase of nearly 4%



- From 2001 – 2003, “failure to follow rules/directions” was the second leading cause of suspensions and dropped slightly to 3<sup>rd</sup> in 2004 (18% of all suspensions)
- Students suspended for “deliberate disruption” increased an astounding 266% from 2001 – 2004 and became the second most often reason for suspension in 2004 (19% of all suspensions)
- Possession of a weapon accounted for between 1.4% - 1.8% of all suspensions, but these offenses increased steadily for a total 55% increase during this reporting period
- On the positive side, assault/sexual abuse suspension dropped a dramatic 75% during the period
- Overall positive trends during this period saw drug/alcohol suspension drop 11% and intimidation/harassment decline 9%
- On average, over half (54%) of all suspensions occurred at the middle school level
- While suspensions increased for all grade levels during this period, elementary school suspensions rose nearly half (42%)
- Suspensions at the high school level increased 24%

- During the 2003/04 school year the number of suspensions at individual elementary schools ranged from none to 56
- Eight elementary schools had 30 or more suspension in 2003/04 up from only 2 schools with 30 or more in 2000/01
- Middle school suspension rates in 2003/04 ranged dramatically from 13 per 1,000 at one school to 800 per 1,000 at another
- The actual number of suspensions per middle school ranged from 2 to 1,046
- Ten middle schools reported suspension rates of greater than 300 per 1,000
- Trends in suspensions per individual middle school generally held steady during this period (with a few exceptions)
- Similarly for high schools, suspensions ranged widely from a low of 4 to a high of 635
- Individual high school suspension rates per 1,000 students ranged from 16/1,000 to 623/1,000 during the 2003/04 school year
- Although some individual high schools showed some slight fluctuations (up or down) during this period the same schools reported the most suspensions from year to year
- African-American students were more likely than others to be suspended and the percent of total suspensions averaged 58% during this period
- *GIRLS COUNT in Louisville* reports that from 1998 to 2002, the number of suspensions for fighting increased 46% for females
- The number of students with more than one suspension (recidivists) grew by 18% from 2001 (n=5,003) to 2004 (n=5,897)
- Most youth were suspended to home each year versus placement in the Stop Truancy Offsite Program (STOP) which is intended to reduce the number of school days missed by suspensions
- Suspensions to STOP increased only slightly (3%) while suspensions to home increased 17%

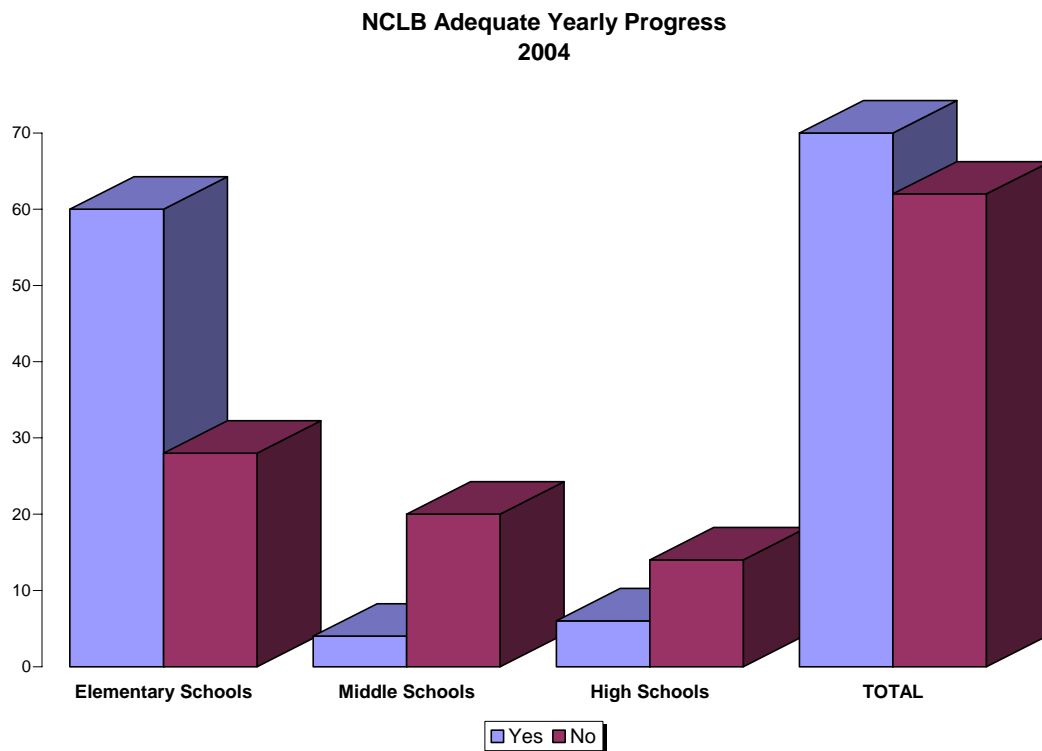


### C. Proficiency

In Kentucky, the academic performance of students is measured using several different testing methods commonly referred to as the Commonwealth Accountability Testing System (CATS). CATS is made up of three parts, two of which measure academic progress (the third reports on non-academic indicators, including dropout rates, teacher qualifications, school safety, pupil expenditures, etc.). One testing system, the Kentucky Core Content Tests (KCCT), tests student knowledge in reading, science, math, writing, social studies, arts and humanities, and practical living/vocational studies using a rating system of Novice, Apprentice, Proficient and Distinguished. Kentucky's goal is to have all students in all schools score at the proficient level by the year 2014. The second test is the Comprehensive Test of Basic Skills (CTBS/5) which uses nationally established benchmarks to compare student scores across the country. The following data shows Jefferson County's progress in meeting KCCT goals and how JCPS compares to state and national averages.

- Between 2003 and 2004, the academic index score in Jefferson County improved for each core subject area for all grade levels, but the overall District did not make "adequate yearly progress" in reading, mathematics or overall as defined by No Child Left Behind (NCLB)

- As in real estate, location matters when comparing proficiency scores and yearly progress by individual schools
- For all schools in Jefferson County 53% (70 of 132) did meet all of their target goals as measured by NCLB
- Elementary schools (68%) were much more likely to meet their goals than either middle schools (17%) or high schools (30%)



- Although academic indicators showed some improvement in Jefferson County from the prior year to the next, a comparison to the State average shows JCPS lagging behind at both the elementary and middle school level
- Academic comparisons at the high school level show JCPS students performing better than the statewide average for 6 of the 8 indicators

<b>JCPS 2003 &amp; 2004 Academic Index Comparisons</b>		
<b>Elementary School (Grades 4 &amp; 5)</b>	<b>2003</b>	<b>2004</b>
Reading	78.2	83.8
Writing	66.8	70.9
Science	75.9	82.1
Math	65.6	75.3
Social Studies	69.7	77.8
Arts & Humanities	49.4	54.2
Practical Living/Vocational Studies	73.2	76.3
<b>Middle School (Grades 7 &amp; 8)</b>	<b>2003</b>	<b>2004</b>
Reading	74.3	79.8
Writing	41.6	43.2
Science	59.7	65.9
Math	57.1	60.3
Social Studies	61.5	65.9
Arts & Humanities	58.4	60.6
Practical Living/Vocational Studies	60.2	62.1
<b>High School (Grades 10, 11 &amp; 12)</b>	<b>2003</b>	<b>2004</b>
Reading	69.3	75.1
Writing	67	67.1
Science	60	66.5
Math	64.6	71
Social Studies	68.1	77.6
Arts & Humanities	63.4	76.5
Practical Living/Vocational Studies	71.9	76

*Source: Commonwealth Accountability System District Report Card*

- There are, however, significant achievement gaps noticeable when examining proficiency scores by racial groupings and these gaps appear to hold steady as students move from elementary through high school
- The percentage of Asian youth scoring at the proficient or distinguished level was higher (all subjects and all grades) than any other racial group
- White youth were second in the percentage of youth scoring proficient/distinguished
- African-Americans made up the smallest percentage of students scoring at the proficient or distinguished level
- Hispanic and “other” minority youth ranked third or fourth (depending on subject and grade level) in the percentage of youth in the proficient/distinguished range
- The percentage of students scoring in either the proficient or distinguished range dropped for all racial groups in middle and high school, although the (racial group) rankings remained relatively unchanged

- As an example, by comparing students in the proficient/distinguished range from one grade level to the next, and for the same subject, we saw that the percent of youth in this higher achievement level dropped for all racial groups in math and science while the percent of students scoring in the novice range increased
- Again, race comparisons show major differences in reduction of academic performance over time
- Asian youth had the smallest decline in students testing at the proficient/distinguished level while African-American and Hispanic youth recorded substantial declines in proficiency (as tested)
- Gender did not record as an indicator of how well youth tested with an almost equal percentage of boys and girls scoring at the proficient/distinguished level
- As was true for race, the percent of boys and girls scoring proficient/distinguished declined from lower to higher grade levels
- NCLB data for 2004 showed that African-American students (overall) did not meet the Annual Measurable Objective (AMO) for reading (the only racial group to not meet the AMO)
- Economic indicators also proved significant in that students receiving free/reduced lunch also failed to meet the AMO for reading in 2004.
- For students with disabilities, meeting the AMO proved inadequate in both reading and math according to the 2004 NCLB report

National Norm Referenced Test (CTBS/5) 2003 & 2004 Comparison						
	2004			2003		
	JCPS	State	Nation	JCPS	State	Nation
End of Primary - Reading	56%	64%	50%	54%	61%	50%
End of Primary - Mathematics	59%	66%	50%	56%	63%	50%
End of Primary - Language Arts	57%	62%	50%	54%	59%	50%
6 <sup>th</sup> Grade - Reading	45%	56%	50%	45%	56%	50%
6 <sup>th</sup> Grade - Mathematics	45%	55%	50%	43%	54%	50%
6 <sup>th</sup> Grade - Language Arts	43%	53%	50%	43%	52%	50%
9 <sup>th</sup> Grade - Reading	50%	55%	50%	48%	54%	50%
9 <sup>th</sup> Grade - Mathematics	46%	52%	50%	42%	50%	50%
9 <sup>th</sup> Grade - Language Arts	47%	51%	50%	45%	49%	50%
Source: Commonwealth Accountability System District Report Card						

- Comparing JCPS students academic performance to the State and nationally is done using the National Norm Referenced Test
- In both 2003 and 2004, JCPS students scored lower (on average) than all Kentucky students in reading, mathematics and language arts
- At the end of primary school, the average JCPS student scored higher than the average student nationally in the basic skills area, however, 6<sup>th</sup> and 9<sup>th</sup> grade JCPS students scored lower (in both 2003 & 2004) than the national average



## Health and Welfare

Healthy development of an individual is the result of both a healthy environment and healthy choices. In this section we will present data that examines several critical health and welfare issue including drug, alcohol and tobacco use (healthy choices) and child maltreatment (environment).

Many of the risk factors for delinquency are also common for drug and alcohol abuse. It is also true that substance abuse is a well established indicator of the severity and longevity of juvenile delinquency and criminal behavior. Information presented below is taken from the JCPS Comprehensive School Survey, Safe and Drug Free Schools report for school year 2004/05 and represents perceptions, attitudes and behaviors as reported by 38,301 individual students grades 4 through 12.

- In general, the majority of youth in Jefferson County report that they have “never” used tobacco, alcohol, marijuana or other drugs, but this response changes significantly as youth become older
- There are also differences in responses from students from one school to the next
- Youth are more likely to use alcohol than tobacco, marijuana or other types of drugs

Average Student Response- 1 (Agree) to 5 (Disagree)				
It is Wrong for me to				
	Age 9	Age 12	Age 15	Age 18
Smoke	1.2	1.2	1.7	2.2
Drink Alcohol	1.2	1.3	1.9	2.3
Use Drugs	1.2	1.2	1.5	1.9

- Most youth agree that it's wrong to drink, smoke or use drugs and think they will get caught if they do so
- Also, most youth seem to think that it is relatively easy to get tobacco, alcohol and drugs
- These responses, like use, change as youth move up in age

Average Student Response - 1 (Agree) to 5 (Disagree)			
	Tobacco Products	Alcohol	Drugs
It is easy to get	3.1	3.1	3.3
I will get caught if I use	1.9	2	1.8

## A. Drug Use

Drugs, as used in this report, separates marijuana from all other types of drugs. Arrests of juveniles for drugs would suggest that marijuana is much more prevalent than all other drugs combined.

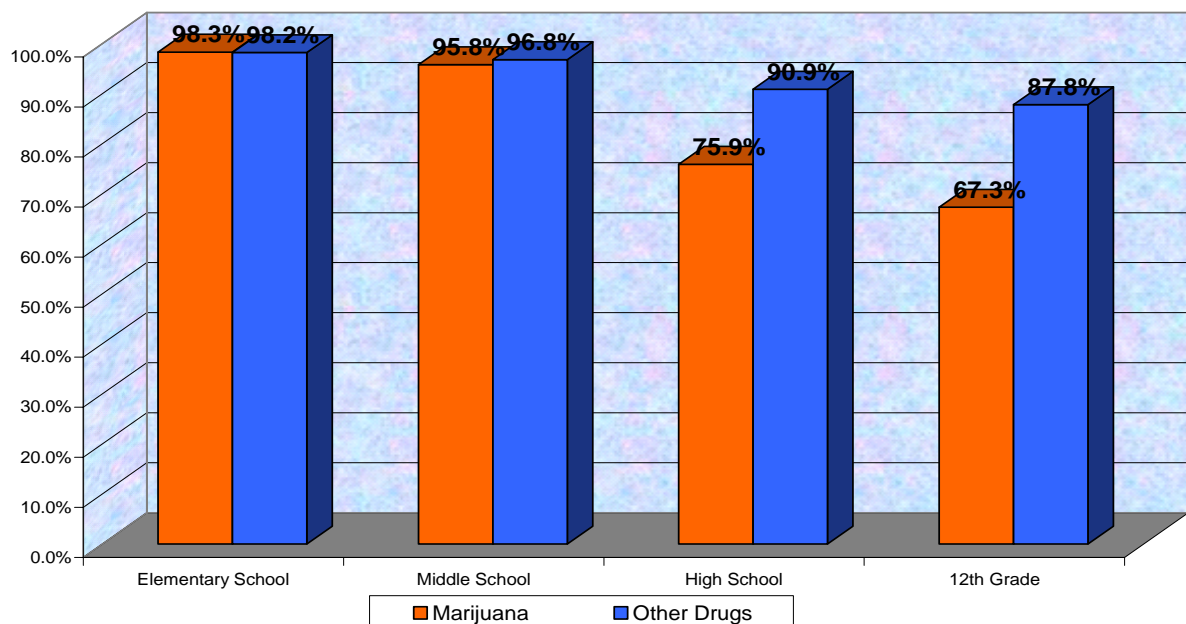
- The vast majority of all students reported that they had “never” used drugs, but were more likely to have tried marijuana than other types of drugs

Youth Drug Use in Jefferson County 2005 Safe and Drug Free School Survey					
	Never	Within a Week	Within a Month	Within a Year	% Never
<b>Marijuana</b>	33,411	1,698	907	1,542	<b>89.0%</b>
<b>Other Drugs</b>	35,519	733	373	771	<b>95.0%</b>
<b>TOTALS</b>	68,930	2,431	1,280	2,313	<b>92.0%</b>

Source: JCPS 2004-2005 Comprehensive School Survey

- Nearly 7% (n= 2,605) of students, however, indicated that they had used marijuana within the month or as recently as the week before
- Not surprisingly, almost all elementary students say they have “never” used drugs and believe it is wrong to do so
- As students move into the middle school years there begins a drop off in “never” used responses, but the biggest change appears during the high school years

**Percent of JCPS Students Reporting Never Using Drugs by Grade  
2004-2005 School Year**



- The percent of youth reporting having used drugs increases in each age group and is greatest at age 18
- There was very little change in agreement between elementary school and high school that it is wrong to use drugs even though actual use increased
- For all middle school students, the average response to the survey showed that 96% reported “never” using marijuana and 97% reported “never” using other drugs
- There was some variation in the response from school-to-school but the variations were relatively small
- On average, only 76% of high school students reported “never” having tried marijuana while 91% indicated “never” using any other drugs as well
- Among the individual high schools there was considerable variance in reported (other) drug use with an actual range of 95% of students at one school reporting “never” using while only 75% at another reported “never” using
- Interestingly, slightly more students (overall) feel that it is easier to get drugs than it is to get alcohol

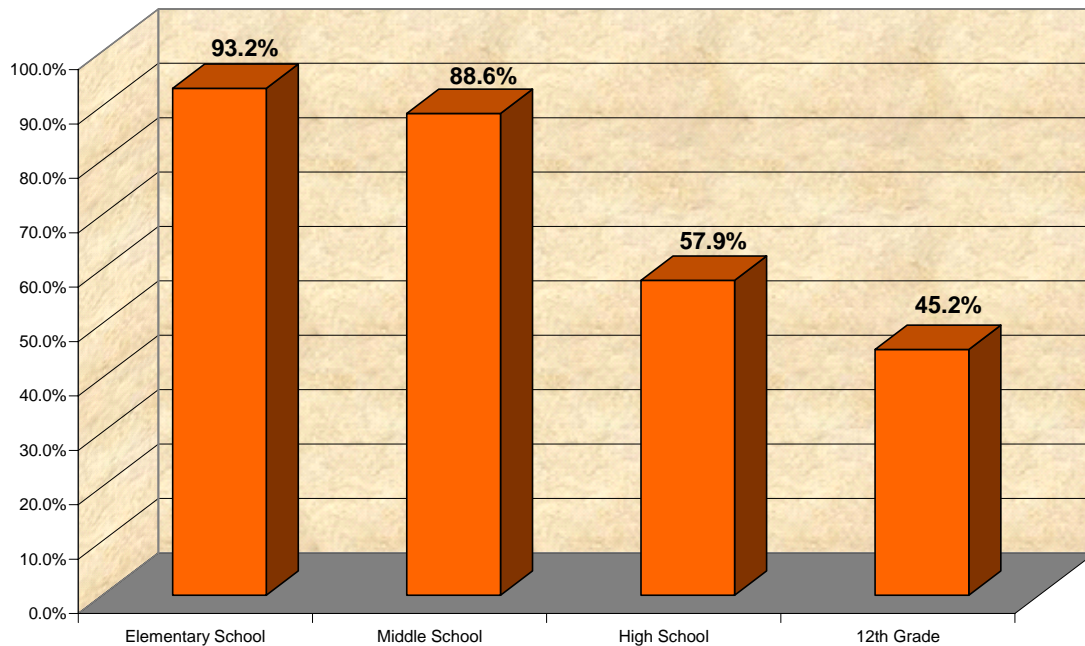
## B. Alcohol Use

Youth Alcohol Use in Jefferson County 2005 Safe and Drug Free School Survey				
Never	Within a Week	Within a Month	Within a Year	% Never
29,296	2,164	2,226	3,738	<b>78.3%</b>

Source: JCPS 2004-2005 Comprehensive School Survey

- Youth were more likely to have tried alcohol than drugs or tobacco products
- Nearly 12% of all students reported having used alcohol in either the week or the month before
- The number of youth indicating having used alcohol at anytime during the preceding year increased significantly between elementary school (6.8%) and the 12<sup>th</sup> grade (54.8%)

**Percent of JCPs Students Reporting Never Using Alcohol by Grade  
2004-2005 School Year**



- There was significant difference in reported alcohol use rates from one school to the next, but was most pronounced at the high school level where only 33% of students at one school reported “never” using alcohol as compared to 73% at another
- The difference was much smaller at the middle school level, but still significant with a range of “never” responses from 80% to 95%
- The high schools reporting the higher rates of alcohol use also had students less likely to agree that drinking alcohol is bad for them
- Students at the middle school level were consistent in their belief that drinking alcohol is wrong even when there was a difference in reported use from one school to the next

### C. Tobacco Use

As used in this survey, tobacco refers to cigarettes, chew and dip (smokeless tobacco). In addition to the well known and documented affects of tobacco use on health (cardiovascular disease, cancer, pulmonary disease, high blood pressure, etc.), the National Institute on Drug Abuse reports that a *National Survey on Drug Use and Health* showed a link between smoking and drug abuse.<sup>iv</sup> Survey results indicated that almost half (48%) of 12 – 15 year olds who reported smoking tobacco also reported using other drugs. On the other hand, only 6% of non-smoking youth in the same peer group report using other types of drugs.

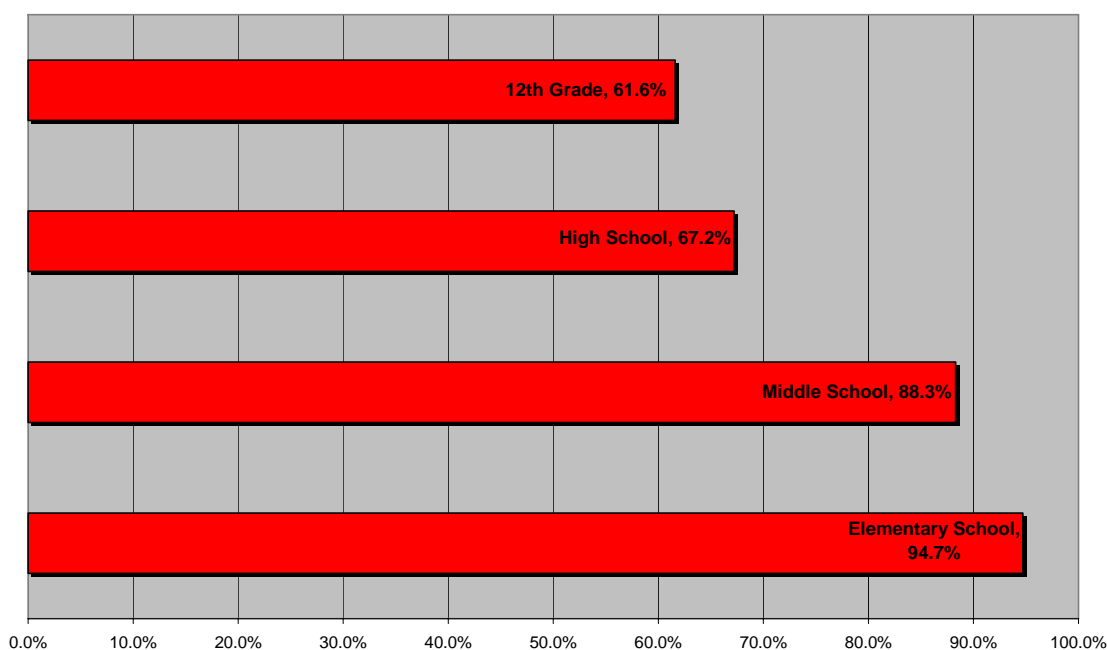
- Although (overall) JCPS youth were slightly more likely to report having used alcohol and tobacco at anytime during the previous year, there were more youth reporting the use of tobacco in the past week than did for marijuana, other drugs or alcohol
- Youth also were as likely to agree that it is wrong to smoke cigarettes as it is to drink alcohol or use drugs
- Overall, youth were more likely disagree that they will be “caught” if they smoke cigarettes

Youth Tobacco Use in Jefferson County 2005 Safe and Drug Free School Survey				
Never	Within a Week	Within a Month	Within a Year	% Never
31,873	3,801	896	2,241	82.1%

Source: JCPS 2004-2005 Comprehensive School Survey

- Similar to reported use of drugs and alcohol, responses vary significantly among the various age groups
- Only 5.3% of elementary students reported using tobacco while 32.8% of high school students admitted to it
- Tobacco use, in the same manner as alcohol use, varied greatly when comparing one school to another
- Tobacco use among high school students ranged from 67% having used in the past year at one high school while only 16% reported tobacco use at another
- Reported tobacco use by middle school students was closer when comparing all schools, but use did vary from a low of 3% to a high of 25%

**Percent of JCPS Students Never Using Tobacco by Grade  
2004-2005**



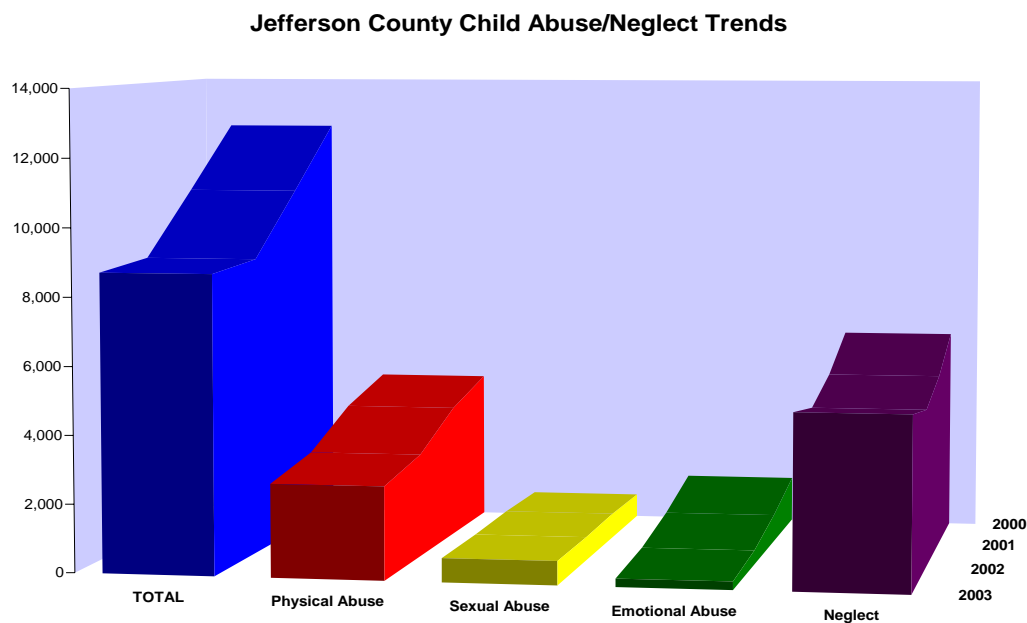
#### **D. Abuse and Neglect**

Although it has long been assumed (intuitively) that there was a direct relationship between child abuse/neglect and delinquent behavior, a recent focus on research has confirmed the link between maltreatment and later problem behaviors including delinquency and adult criminal behavior. A 2001 report examining the prevalence of criminality among abused and neglected individuals (English, D.J., Widom, C.S. and Brandford, C.)<sup>v</sup> confirmed earlier findings of the link between maltreatment and criminality. In this cited study, which compared a group with substantiated cases of abuse/neglect to a control group, researchers found that children with a history of child abuse/neglect were 4.8 times more likely to be arrested as a juvenile delinquent, 2 times more likely to have an adult arrest, and 3.1 time more likely to be arrested for a violent criminal act.

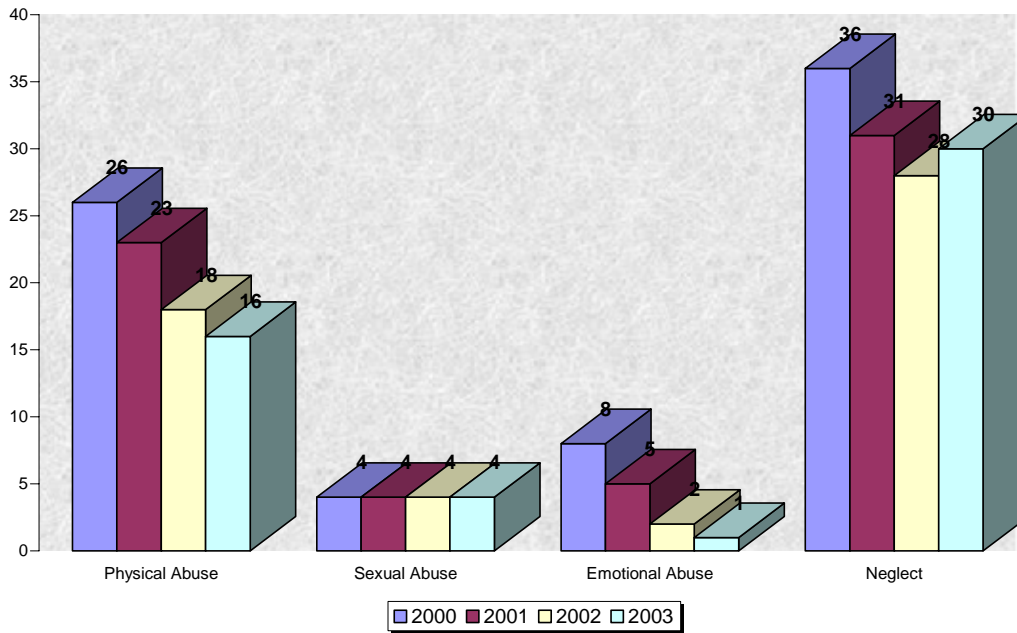
The following information was taken from the data obtained by Kentucky Youth Advocates from the Kentucky Cabinet for Families and Children. Data compares trends in abuse by types of abuse and trends in Jefferson County to Kentucky.

- For the years examined, between 8,000 and 12,500 reports of child abuse and neglect have been made annually in Jefferson County
- Neglect is the most reported crime followed by physical abuse, sexual abuse (in the two most recent years) and emotional abuse

- Overall the data shows a decline in child abuse/neglect reports with a 30% decrease from 2000 to 2003
- Reports of physical abuse decreased nearly 39% during this period
- Neglect reports declined 16%, but showed an upward trend from 2002 to 2003
- Emotional abuse reports declined a dramatic 82% during this time
- Sexual abuse reports remained relatively unchanged during this time period
- Sexual abuse victims are disproportionately more likely to be females (74% of victims in 2002)
- The overall decline in abuse/neglect reports is also reflected in the reporting rate for Jefferson County and more clearly shows the change in reports over time



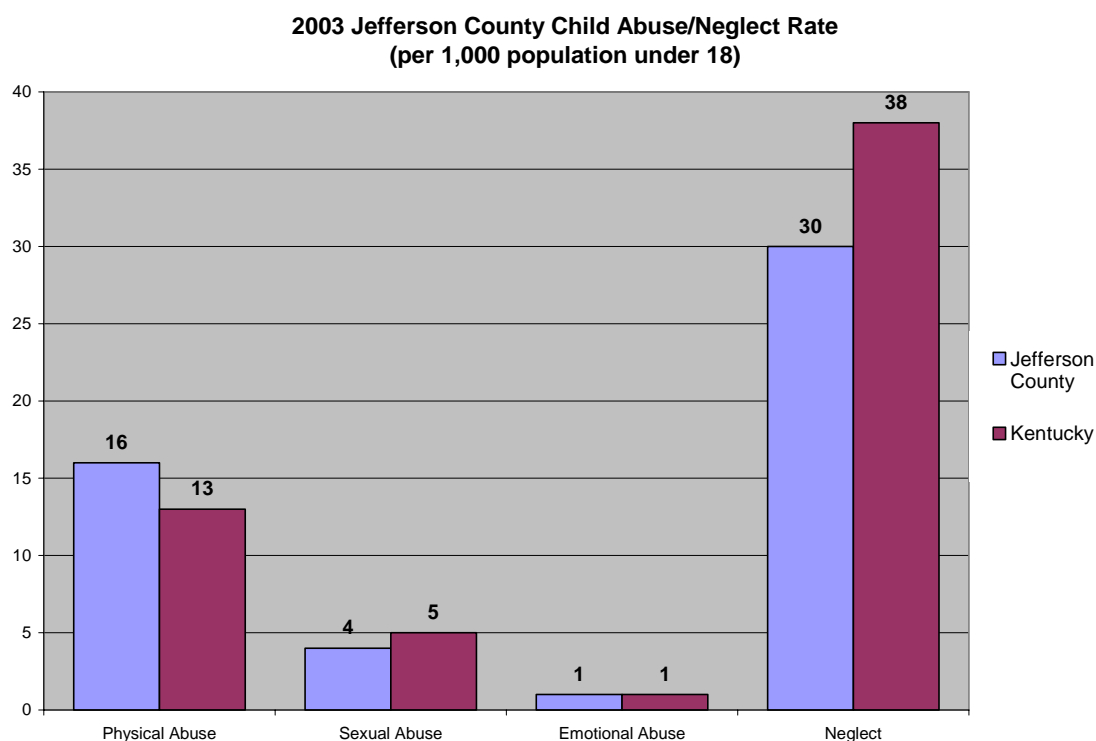
**Jefferson County Child Abuse Rate  
(per 1,000 population under age 18)**



In comparing Jefferson County to Kentucky (statewide totals) the data revealed that Jefferson County reported both lower and higher rates than the State depending on the type of abuse/neglect report

- Jefferson County had lower (than State) rates for both neglect and sexual abuse although the rate difference was minimal for sexual abuse
- Physical abuse was the only area in which Jefferson County's rate exceeded the State rate
- Emotional abuse reports in Jefferson County matched the State rate





- Overall, less than half of all abuse/neglect reports in Jefferson County are substantiated (sufficient evidence found) annually
- Neglect reports in Jefferson County have the highest substantiation rate (46% in 2003) followed by sexual abuse (35% in 2003), physical abuse (28% in 2003) and emotional abuse (14% in 2003)

## Criminal Behavior

The limited availability of arrest data was noted previously. In this section the best available information on juvenile related offenses is presented from findings from the *Louisville and Jefferson County Drug, Alcohol, and Violent Crime Database Report* (multiple years). Data from this report includes arrests and dispositions drawn from District, Circuit and Juvenile Courts.

### A. Alcohol Offenses

During the five year period 2000 – 2004, police in Louisville/Jefferson County made 909 alcohol arrests involving juveniles that were processed through Juvenile Court. Alcohol offenses included in this report are open container in a car, intoxication, drinking in public, purchase by minor, possession by a minor and suspended license. The following table shows all arrests for this five year period.

Juvenile Alcohol Arrests*					
Offense	2000	2001	2002	2003	2004
Possession by a Minor	124	87	95	79	91
Alcohol Intoxication	97	70	74	78	76
Drinking in Public	13	8	5	4	8
<b>TOTALS</b>	<b>234</b>	<b>165</b>	<b>174</b>	<b>161</b>	<b>175</b>

\* These numbers reflect only those youth who are arrested and may be charged in juvenile court.

- Overall, alcohol arrests have remained relatively stable after dropping 30% from 2000 – 2001
- Possession of alcohol by a minor and alcohol intoxication are the two most often charged offenses accounting for 93% of all juvenile arrests
- Juveniles arrested for alcohol offenses tend to be at the upper limit of the age range with an average arrest age of approximately 17
- White youth are much more likely to be arrested for an alcohol offense than are minority youth
- White males (overwhelmingly) account for most juvenile alcohol arrests
- On average less than 10 youth were rearrested for an alcohol offense during the same year (reporting period)
- Most youth (81%) charged with an alcohol offenses had their case dismissed (n=449) or handled informally (n=426). This data was consistent from year to year

Alcohol Arrest by Gender and Race			
	2002	2003	2004
White Male	92	84	92
Black Male	14	9	12
White Female	22	29	32
Black Female	5	0	3
Other Male	4	6	3
Other Female	4	0	1

*Note: The Alliance believes that alcohol use/abuse is a significant problem for many youth in Louisville/Jefferson County. Readers are urged to consider all drug and alcohol related data contained in this assessment and are cautioned not to consider arrest data as a true measure of seriousness of the problem as most use does not come to the attention of law enforcement. Also, arrest data does not include incidents where youth may be treated “informally” by law enforcement. Further, juvenile arrests do not include most driving related offenses such as DUI which are handled in adult traffic court (unless the youth does not have a valid driver’s license). According to the County Attorney’s Office, many of the juvenile alcohol cases are diverted to their Internal “Under 21” program or are referred to the Court Designated Worker’s Office for diversion.*

## B. Drug Offenses

From January 2000 through December 2004, a total of 3,581 juvenile arrests were made in Louisville/Jefferson County. Arrests include illegal drugs, controlled substances, prescription drugs, prescription violations, drug paraphernalia, selling to minors, selling near a school and public intoxication.

<b>Juvenile Drug Arrests</b>						
Offense		<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Marijuana	Trafficking	47	42	19	45	39
	Possession	302	276	289	277	366
	Cultivation	5	3	4	1	2
Cocaine	Trafficking	76	52	45	54	53
	Possession	46	33	52	54	52
Codeine	Possession		4	10	4	8
Methamphetamine	Trafficking			2	2	1
	Manufacture				2	
Amphetamine	Possession		1	1	2	2
Other Drugs	Trafficking	12	12	11	9	10
	Possession	15	31	26	46	51
Drug Paraphernalia		162	126	107	121	147
Selling Near a School		48	42	32	43	46
Public Intoxication		27	12	18	16	18
<b>TOTALS</b>		<b>476</b>	<b>411</b>	<b>422</b>	<b>441</b>	<b>523</b>

- From 2000 to 2004 drug arrests increased 10% , but after a dip in arrests 2001 – 2003, drug arrests actually increased 30% from 2002 and 20% from 2003
- Marijuana charges account for the largest category of arrests for each of the years (e.g., 48% in 2004)
- Marijuana possession is the most often arrested offense every year
- In a trend similar to overall drug arrests, marijuana possession increased 22% from 2000 to 2004 and 33% from 2001
- Cocaine, both trafficking and possession, is the second most arrested narcotic
- Cocaine arrests have remained relatively stable over the past five years

<b>Drug Arrest by Gender and Race</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
White Male	167	191	222
Black Male	150	155	231
White Female	47	42	53
Black Female	35	26	31
Other Male	25	8	4
Other Female	5	1	1

- Overall, possession of drug paraphernalia is the second most arrested offense although arrests decreased slightly (9%) during this period
- Males were roughly four times more likely than females to be arrested on a drug offense
- Drug arrests for white males increased significantly (43%) from 2002 to 2004
- In 2004, black males became the most often arrested drug offenders
- Interestingly, none of the youth were found not guilty during the five year review period
- The most frequent disposition was a dismissal of the case (51%)
- A similar number of cases were either found guilty or were handled informally during each of the years studied

<b>Drug and Alcohol Incidents in Schools (Public, Private, and Parochial)</b>				
2000	2001	2002	2003	2004
648	671	684	737	600

- Annual reports from every school in Jefferson County (public, private and parochial) indicated an average of 668 drug and alcohol incidents per year, although nothing is reported about specific drugs or by specific school
- Drug and alcohol incidents in schools increased each year from 2000 to 2003 and then declined sharply (23%) in 2004

### C. Violent Crime

Louisville/Jefferson County law enforcement made 11,763 arrests of juveniles for violent crimes from 2000 through 2004. Violent crimes include homicide, rape, robbery, felony assault, misdemeanor assault, and felony and misdemeanor burglary.

Juvenile Violent Crime Arrests						
Offense		2000	2001	2002	2003	2004
Homicide		9	5	4	15	4
Attempted Homicide		2			9	7
Rape		6	6	32	8	33
Attempted Rape				2		
Robbery		87	63	135	137	103
Assault	Felony	348	240	390	568	666
	Misd.	693	809	972	1,017	1,431
Burglary	Felony	345	389	497	445	493
	Misd.	345	292	337	306	477
TOTAL		1,835	1,804	2,369	2,505	3,250

- The number of violent crime arrests involving juveniles increased dramatically (77%) from 2000 to 2004
- Assaults (all) accounted for 58% to 64% of all violent crime arrests during this five year period
- Felony assault arrests nearly doubled (91% increase) from 2000 to 2004 while misdemeanor assaults more than doubled from 693 arrests in 2000 to 1,431 arrests in 2004
- Homicides (including attempted) spiked in 2003, but typically account for a very small number of juvenile arrests
- Rape arrests fluctuated significantly during this period and spiked in 2004, but still account for only 1% of violent crime arrests
- Burglary arrests increased significantly in 2002 and 2003 before declining in 2004
- Burglary arrests (all) increased steadily during this period with a 41% increase from 2000 to 2004
- Males were generally three times more likely than females to be arrested for a violent offense
- Black males were most likely to be arrested for a violent offense
- Black females were more likely than white females to have a violent offense arrest
- A total of 314 juveniles were arrested more than once for a violent crime in 2004, a number that was up from 188 in 2002 and 256 in 2003
- Juvenile court records indicate that 51% of juvenile violent crime arrests resulted with a dismissal of the case from 2000 through 2004
- The second most common court disposition was a finding of guilty (20%) followed closely by an informal adjustment in 19% of cases during the five year period
- Violent crime case dispositions appeared to be reasonably similar from one year to the next (informal dispositions increased slightly in 2004)

<b>Juvenile Violent Crime Arrest by Gender and Race</b>			
	2002	2003	2004
White Male	489	536	708
Black Male	566	557	766
White Female	171	163	213
Black Female	216	234	289
Other Male	75	22	47
Other Female	25	0	15

- Violent crime incidents reported by schools in Jefferson County declined in the period 2000 – 2005
- From 2000 – 2004 assault was the most report violent crime incident in school, but reported incidents dropped an astounding 300% from 2003 to 2004
- Theft became the most reported criminal offense in schools during the 2004 school year
- Possession of a weapon was the only category of offense to have an increase in school referrals during this period (from 165 in 2000 to 270 in 2004)

<b>Violent Crime Incidents in Schools (Public, Private, and Parochial)</b>					
Offense	2000	2001	2002	2003	2004
Robbery	28	25	24	16	4
Assault	723	706	622	617	177
Theft	n/a	n/a	366	390	341
Arson	55	38	58	50	24
Weapons Possession	165	174	163	238	270
TOTAL	1,028	997	1,233	1,311	816

#### D. CDW Referrals

The Kentucky Court Designated Worker Program (CDW), under the direction of the Administrative Office of the Courts, processes juvenile complaints against persons under the age of eighteen (both public/criminal and status) in each of the state's 120 counties. Status offenses are non-criminal forms of juvenile behavior, such as running away from home, skipping class, or exhibiting beyond control behaviors at home or at school. Felony and misdemeanor charges are guided by Kentucky criminal statutes, but it should be pointed out that an initial complaint is not necessarily reflect a subsequent charge (if any) filed by the county attorney. Complaints are received from law enforcement, schools, parents, the general public, and even youth themselves.

The following data highlights complaints/referrals received by the Jefferson County CDW program.

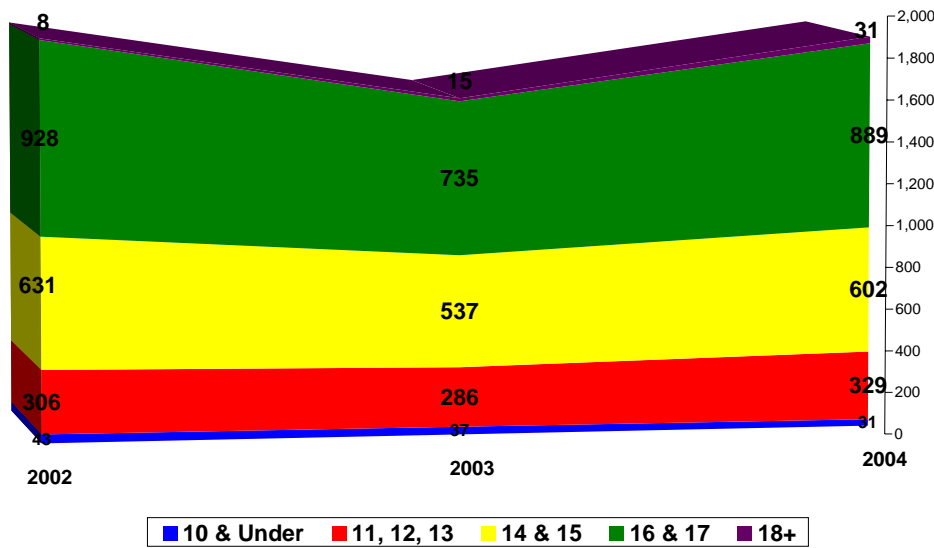
<b>Jefferson County CDW Referrals 2002-2004</b>						
	2002	2003	2004	TOTALS	% of Total	% +/-
<b>Felony</b>	1,929	1,620	1,894	5,443	25.77%	<b>-1.81%</b>
<b>Misdemeanor</b>	3,416	3,174	3,578	10,168	48.14%	<b>4.74%</b>
<b>Status</b>	1,208	1,093	1,209	3,510	16.62%	<b>0.08%</b>
<b>Other</b>	765	697	538	2,000	9.47%	<b>-29.67%</b>
<b>TOTALS</b>	7,318	6,584	7,219	21,121	100.00%	<b>-1.35%</b>

- Overall, the number of complaints received by the CDW remained relatively unchanged during this three year period despite a drop in referrals in 2003
- Felony complaints decreased just slightly (-1.81%)
- Misdemeanor complaints increased a relatively small amount (4.74%)
- “Other” offenses (violations; traffic offenses under age 16; and unidentified public offenses) declined by nearly a third from 2002 to 2004 (-29.67%)

Jefferson County CDW Referrals 2002-2004							
		2002	2003	2004	TOTALS	% of Total	% +/-
Felony	M	1,621	1,251	1,533	4,405	81.02%	<b>-5.43%</b>
	F	308	364	360	1,032	18.98%	<b>16.88%</b>
Misdemeanor	M	2,302	2,088	2,398	6,788	66.86%	<b>4.17%</b>
	F	1,114	1,071	1,180	3,365	33.14%	<b>5.92%</b>
Other	M	524	498	372	1,394	69.77%	<b>-29.01%</b>
	F	241	198	165	604	30.23%	<b>-31.54%</b>
Status	M	617	606	607	1,830	52.15%	<b>-1.62%</b>
	F	591	486	602	1,679	47.85%	<b>1.86%</b>

- Misdemeanors committed by males accounted for the single largest number of referrals to the CDW for any of the years, followed by felony offense referrals for males
- Males were roughly three times more likely to be referred for any complaint and four times more likely to be referred for a felony offense than females
- However, during this three year period female felony referrals increased 16.88%, the largest increase of any offense/group
- Male felony complaints actually declined slightly (-5.43%) from 2002 to 2004
- Females also had a slightly higher referral increase for misdemeanors than males (5.92% compared to 4.17%)
- For status offense complaints, referrals for females increased just slightly (1.86%) while referrals for males declined slightly (-1.62%)

**CDW Felony Referrals  
by Age & Year**



- More than three-fourths (79%) of CDW referrals during 2004 involved youth ages 14 – 17
- Youth 10 years old or younger accounted for less than 2% of all complaints in 2004
- Just under 20% of CDW referrals involved 11, 12 & 13 year olds
- However, 11 – 13 year olds were (excluding 18 year olds) the only age group to record and increase in felony complaints (7.52%) from 2002 to 2004
- Felony complaints involving 14 – 17 year olds dropped by slightly more than 4%
- Although their numbers are generally small (less than 1% of the total), felony referrals for youth 18 or older increased by 287.5% during this three year period

Jefferson County CDW Referrals by Age 2004						
	Felony	Misdemeanor	Other	Status	TOTALS	% of Total
10 & Under	31	73	9	4	117	1.61%
11, 12, 13	329	723	37	258	1,347	18.54%
14 & 15	602	1,375	150	661	2,788	38.38%
16 & 17	889	1,453	326	285	2,953	40.65%
18+	31	18	11	0	60	0.83%
TOTALS	1,882	3,642	533	1,208	7,265	100.00%



### Gang-Related Activity

In 2003, the *Louisville/Jefferson County Gang Free Communities Assessment Report*<sup>vi</sup> was issued to assess the degree of gang problems in the community. The assessment reviewed available statistics for the 1998-2000 time period and found 2,264 gang related arrests had been made. The definition of gang-related crime was drawn from the U.S. Department of Justice, National Drug Intelligence Center. It includes one or more of the following criteria:

1. When an incident occurs within the participants, suspects or victims are identified gang members or affiliates.
2. When a law enforcement agency or reliable informant identifies an incident as gang activity.
3. When an informant of previously untested reliability identifies an incident as gang activity and it is corroborated by other attendant circumstances or independent information.
4. When an incident does not necessarily fit the above criteria, but the conduct is consistent with street gang activity, it shall be considered gang related. Indicators of street gang involvement may be based on the suspects' description, method of operation, or other evidence that reasonably indicates that gang members were involved in the incident.

The age breakdown for gang-related arrests in the 1998-2000 time period included 54% of gang-related arrests involving offenders ages 18-21, 26% for 15-17 year olds, 6% between ages 10-14 and the remaining percentage (14%) over 21 years. The assessment report noted decreases in the percentage of offenders between 10-17 years from 1998 to 2000 with 18-21 year old offenders holding flat and gang-related offenders over 21 years showing increases.

Due to data limitations noted at the time, the assessment focused on two neighborhoods that accounted for 28% of all gang-related arrests. The assessment concluded that the high rate of poverty, unemployment and single parenthood in the target area placed youth at risk for gang and crime involvement. Further analysis was recommended to more fully assess the degree of gang involvement in the target area. Since then, significant population changes have occurred in the target area making comparisons difficult until population stability has been reached.

According to current Louisville Metro Police statistics, there are approximately one hundred known gang members in the Louisville Metro area, and of those, less than ten are under the age of eighteen.

## Assets and Deficits

The counterweight to risk factors is protective factors and developmental assets (described in Section II). These protective factors/development assets exist in all communities and, to some extent, in all individual youth. It is common to find data reports in communities that focus on problems/deficits/risks, but less common to find data on strengths/assets at the individual level. In Jefferson County we are fortunate to have access to a report entitled *Developmental Assets: A Profile of Your Youth* conducted for the Jefferson County Police Department in 2000 by the Search Institute.<sup>vii</sup>

Search Institute has developed a framework for assessing the health and well-being of young people in a community through a survey of middle and high school age youth. Search Institute uses, as their foundation, [40 Developmental Assets](#)<sup>1</sup> that it describes as *concrete, common sense, positive experiences and qualities essential to raising successful young people. These assets have the power during critical adolescent years to influence choices young people make and help them become caring, responsible adults.* Search has divided these assets into those that reflect the individual youth's own commitments, values and competencies (Internal Assets) and those that come from family, friends and the larger community that surround the youth (External Assets).

Internal Assets include:

- Support
- Empowerment
- Boundaries and Expectations
- Constructive Use of Time

External Assets include:

- Commitment to Learning
- Positive Values
- Social Competencies
- Positive Identity

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<sup>1</sup> Note: A more thorough description of the individual assets, including definitions, can be found in Figure the Appendix.

Search has identified a direct correlation between the numbers of assets a youth reports and the reported incidence of risk taking behaviors. The more assets a youth reports having the fewer risk taking behaviors they report (and vice versa). For example the table below indicates that nearly half (49%) of youth reporting 10 or fewer assets (out of 40) also reported problem alcohol use whereas only 3% of youth reporting 31 or more assets reported problem alcohol use.

SEARCH INSTITUTE® THE POWER OF ASSETS <sup>2</sup>				
	0-10 Assets	11-20 Assets	21-30 Assets	31-40 Assets
Problem Alcohol Use	49%	27%	11%	3%
Violence	61%	38%	19%	7%
Illicit Drug Use	39%	18%	6%	1%
Sexual Activity	32%	21%	11%	3%

In the Spring of 2000, nearly 2,000 (1,968 accepted surveys) Jefferson County Public School students in grades 7, 9 and 11 completed the *Search Institute Profiles of Student Life: Attitudes and Behaviors* survey. The makeup of students included males (49%), females (51%), American Indian (1%), Asian/Pacific Islander (2%), Black/African-American (14%), Hispanic (1%), White (76%) and Multi-racial (5%). The following information includes pertinent findings from this survey and includes the type and number/percentage of youth reporting assets.

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<sup>2</sup> Data in this table is cumulative from surveys in many different communities and is not specific to Jefferson County.

## External Assets:

External Assets Percent of Youth Reporting						
Asset	Total	Gender		Grade		
		Male	Female	7	9	11
Support						
Family support	71	73	69	74	69	68
Positive family communications	26	26	26	33	22	20
Other adult relationships	47	47	48	46	44	53
Caring neighborhood	40	40	40	46	39	31
Caring school climate	27	26	28	30	25	24
Parent involvement in schooling	28	30	26	34	27	21
Empowerment						
Community values youth	23	22	24	30	20	16
Youth as resources	26	27	25	28	28	20
Service to others	57	52	62	63	57	50
Safety	49	58	39	41	48	61
Boundaries and Expectations						
Family boundaries	48	45	51	49	48	47
School boundaries	51	52	51	60	49	42
Neighborhood boundaries	47	47	47	55	43	49
Adult role models	28	26	30	30	28	25
Positive peer influence	59	56	62	72	51	51
High expectations	51	52	50	59	48	41
Constructive Use of Time						
Creative activities	18	16	21	19	18	17
Youth programs	62	65	60	61	61	65
Religious community	67	64	69	72	66	60
Time at home	48	48	48	49	49	44

- In the area of external (family and community) supports the good news is that nearly three fourths (71%) of the youth reported having high levels of support and love at home
- Outside of family support things got decidedly worse as fewer than half (47%) of youth reported having support from three or more non-parent adults and only four of ten youth felt they had caring neighbors
- Only a quarter (24%) of students reported feeling cared for and encouraged at school
- Although a large majority of youth reported loving and supportive families only about a fourth (26%) of all youth reported having positive communications with parents and were willing to seek parental advice

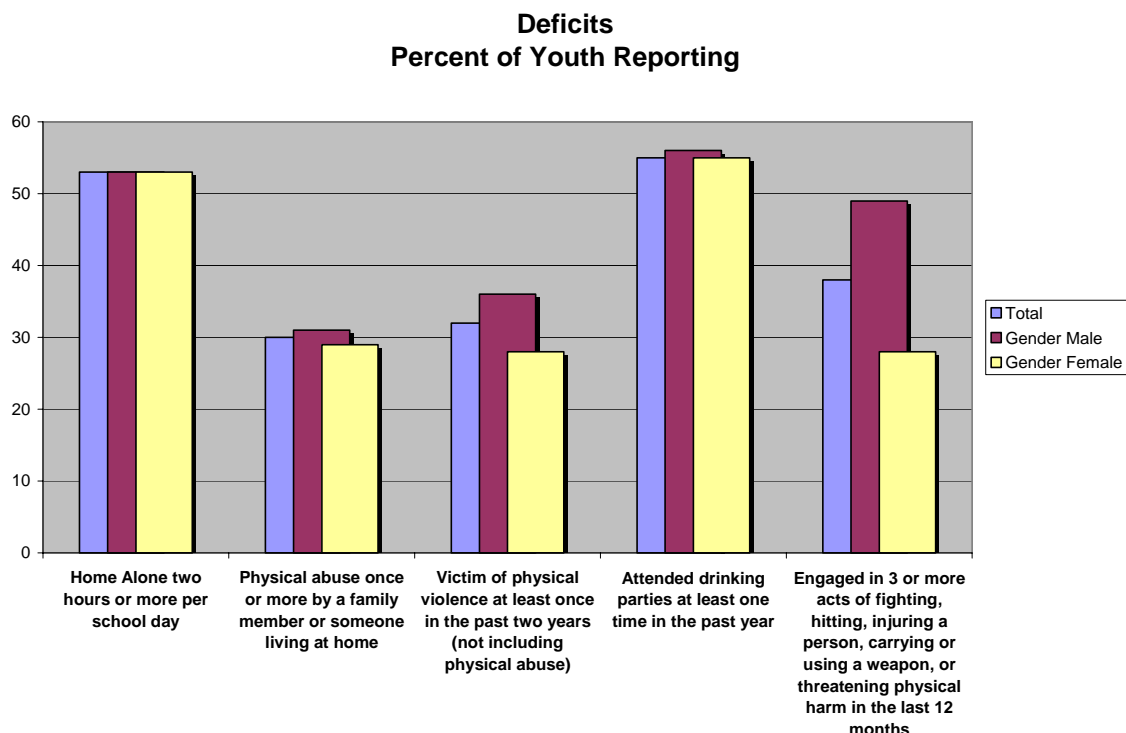
- Also, only 28% of respondents indicated that their parents were actively involved in helping them succeed in school
- The items showing up as weak in support (school climate, neighborhoods, parental involvement in school, good family communication) also decreased from 7<sup>th</sup> to 11<sup>th</sup> grade
- Responses from males and females were very similar regarding external supports
- In the area of empowerment, only about half of all youth (49%) expressed feeling safe at home, at school or in the community, but the difference was significant between males (58% felt safe) and females (39% felt safe)
- Also, only about a fourth of youth reported feeling as if the community values them (23%) or feel they are given useful roles in the community (26%)
- On the issue of boundaries and expectations, the highest positive response (59%) came from youth reporting having best friends that model positive behavior
- Only around half of respondents indicated having either clear rules and consequences at home (48%) and school (51%), feel that they are monitored by neighbors (47%) or have high expectations expressed by parents and teachers (51%) and these numbers declined from 7<sup>th</sup> to 11<sup>th</sup> grade
- Less than three in ten (28%) youth said their parents and other adults model positive and responsible behavior
- Regarding leisure time activities 62% reported being involved in organized youth activities and 69% were involved in religious activities
- Less than two of ten youth (18%) reported involvement (three or more hours of lessons or practice per week) in music, theater or other arts
- About half (48%) responded that they were out with friends (with nothing special to do) two or fewer times per week

Internal Assets Percent of Youth Reporting						
Asset	Total	Gender		Grade		
		Male	Female	7	9	11
<b>Commitment to Learning</b>						
Achievement motivation	69	63	74	69	66	71
School engagement	56	53	60	57	55	57
Homework	47	42	52	45	44	53
Bonding to school	49	48	50	45	51	53
Reading for pleasure	20	18	22	22	18	20
<b>Positive Values</b>						
Caring	50	42	57	56	45	46
Equality and social justice	49	40	58	56	46	43
Integrity	68	62	74	63	68	76
Honesty	67	62	72	68	64	68
Responsibility	65	61	69	62	63	72
Restraint	45	39	52	64	35	30
<b>Social Competencies</b>						
Planning and decision-making	30	28	32	27	29	38
Interpersonal competence	47	33	61	46	45	51
Cultural competence	43	37	48	45	42	39
Resistance skills	40	36	45	44	35	42
Peaceful conflict resolution	37	28	46	39	34	38
<b>Positive Identity</b>						
Personal power	46	48	44	38	47	57
Self-esteem	56	60	52	52	55	62
Sense of purpose	64	69	60	63	62	68
Positive view of personal future	76	77	75	74	76	77

#### Internal Assets:

- Good news in the area of internal assets is that 69% of the youth responded that they are motivated to do well in school; 68%, 67% and 65% (respectively) say they have integrity, are honest (even when it's not easy to tell the truth) and take responsibility for their behavior; and reported having a sense that their life has purpose (64%)
- In the above noted responses a higher percent of females than males are likely to respond in the positive regarding commitment to learning and positive values
- Males, on the other hand, are more likely to report positive responses to personal power (control over things that happen to them), high self-esteem and having a sense of purpose
- The best news is that 77% of all youth reported having an optimistic outlook about their own future and this response was virtually identical for males and females and from one grade level to the next

- At the other end of the spectrum, only 30% of youth knew how to plan ahead and make choices; 37% sought nonviolent ways to resolve conflict; and only 4 in 10 said they could resist negative peer pressure and dangerous situations
- Females were more likely to respond positively to the low end assets and the gap was widest in response to peaceful conflict resolution (46% of females compared to 28% of males)
- Overall, the widest disparity in responses by gender was recorded in the area of social competencies where 61% of girls reported having empathy, sensitivity and friendship skills compared to only 33% of males
- In response to whether the young person believes it is important to not be sexually active or to use drugs/alcohol (restraint), again more females than males (52% to 39%) responded in the positive, but it is also notable that a positive response varied significantly from 7<sup>th</sup> graders (64%) to 11<sup>th</sup> graders (30%)
- The overall lowest asset response (for either females or males) was for youth spending 3 or more hours per week reading for pleasure (20%)
- Assets reflecting personal responsibility, integrity, planning and decision making, personal power and self-esteem increased significantly from 7<sup>th</sup> to 11<sup>th</sup> grade



## Deficits and High-Risk Behaviors:

- About half (53%) of all responding youth indicated spending two or more hours per day at home by themselves
- A slightly higher percentage of youth (55%) indicated that they had attended a drinking party in the past year while 26% (figure not shown) reported using alcohol three or more times in the last 30 days or were intoxicated once or more in the last two weeks
- A little more than a third (38%) of all survey students, regardless of grade level, indicated they were a passenger with an intoxicated driver at least one time during the last 12 months
- In a related issue, nearly half (44%) of 11<sup>th</sup> grade respondents (not shown) reported using alcohol at least once in the past 30 days and 29% said they had been intoxicated at least once during the previous two weeks
- Roughly a third of all students responded that during the previous two years they had been a victim of physical abuse (30%) caused by someone in the family or at home or physical violence (32%) by someone outside the home or not a family member
- Conversely, 38% of respondents admitted to engaging in violent behavior three or more times in the previous 12 months while 45% (not shown) noted that they had “hit someone” at least once in the past year
- Interestingly, higher percentages of violent behavior were reported by 7<sup>th</sup> graders and dropped to the lowest percentage in the 11<sup>th</sup> grade
- Other risk-taking behaviors (not shown) with significant percentages of youth reporting include:
  - Sexual intercourse (31% overall & 48% for 11<sup>th</sup> graders)
  - Depression and/or attempted suicide (23%)
  - Anti-social behavior (shoplifting, vandalism, trouble with police three or more times) (21%)

## V. WELL-BEING INDICATORS

### Poverty

The recent Louisville Metro Health Department Health Status Assessment Report, 2004<sup>viii</sup>, reported the poverty rate for Louisville Metro matched the nation at 12.4% at the last census count in 2000. Among comparable cities in the region, Louisville Metro's poverty rate placed it third highest (Brookings Institution Report, 2002<sup>ix</sup>). The percent of children living in poverty, however, was higher at 18.5% than the national rate of 16.6%.



In a recent survey<sup>x</sup> developed by the Alliance Older Teens' Issues subcommittee and administered by Darrell Aniton and Rebecca DeJarnatt on behalf of the Alliance to over 380 teens, 25% of teen respondents are currently working and 90% are interested in employment. Barriers to employment for the youth included transportation and the stress of balancing work and school. Ninety-four percent plan to go on to college or seek postsecondary training.

### Healthcare and Health

The Health Status Assessment Report indicated that the percent of those with some type of health insurance coverage in the metro area was 91%. This rate is higher than that reported for both the state and nation. The rate for African-Americans, however, is lower than that nationally and equivalent to all of Kentucky.

In the Older Teens' survey, 8.2% of teen respondents had no health insurance. In response to a question asking them to rate their health, 29.4% responded that their health was fair/poor and 70.6% rated their health as very good/excellent. Approximately 85% report that they do not smoke and 15% do smoke with 6.5% who smoke at least a pack a day.

Physical activity and exercise are major topics of concern related to the health of youth. Respondents reported 88.3% get at least 2-4 hours of physical activity a week.

### Mental Health/Substance Abuse

In the absence of comprehensive mental health and substance abuse treatment data for youth in the Louisville Metro area, we have compiled utilization data for Seven Counties Services (SCS), the regional community mental health provider. This serves as a proxy for the best data available regarding the incidence of a continuum of mental health and substance abuse conditions for youth in the community.

Seven Counties Services' School-Based Services work with students, parents, teachers and counselors in the schools to intervene in the problems of school-aged children. In the 2005 fiscal year, 1,190 children and families were seen in School-Based Services. In the same year, 8,862 children between ages 0-17 were seen through SCS Specialized Children and Families Services. Programs include acute Child Psychiatric services which help children through age 18 who are in acute psychiatric or emotional distress to remain in their homes or communities, or enter the hospital when necessary.

Community-Based Services such as specialized intensive case management, summer camp programs, therapeutic After-School programs, Youth Transitioning to Adulthood and clinical and case management are tailored to high-risk children. A Crisis Stabilization Unit provides short-term alternatives to hospitalization for children and adolescents ages 5-17.

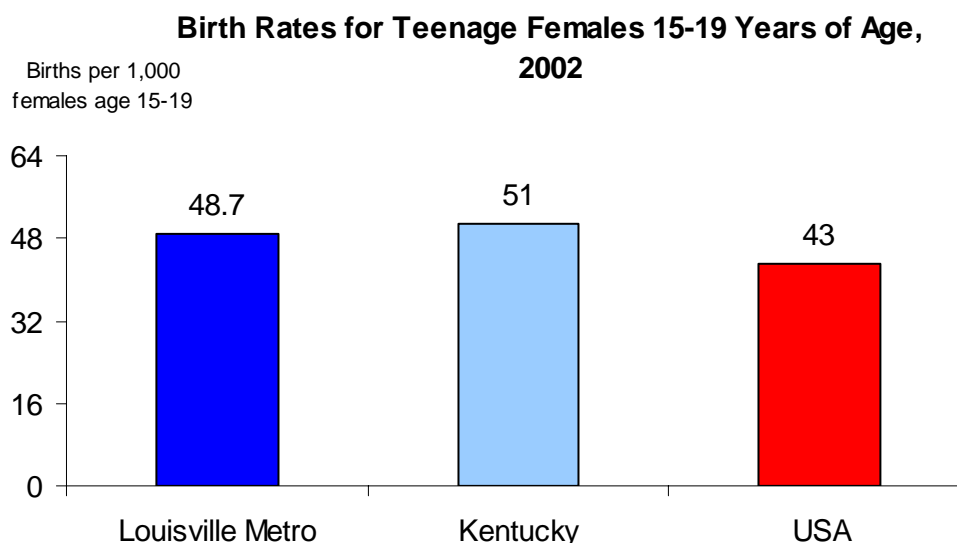
The Louisville Adolescent Network for Substance Abuse Treatment (LANSAT) is a partnership between private and public agencies committed to developing a system of care for adolescents with substance abuse problems and their families.

A total of 545 youth and their families were seen in the 2005 fiscal year. LANSAT provides comprehensive assessments, referral to treatment, case management, treatment groups and a Youth clubhouse that provides support groups, and recreational activities in an alcohol and drug free, recovery-focused environment.

### Teen Births and Sexually Transmitted Diseases

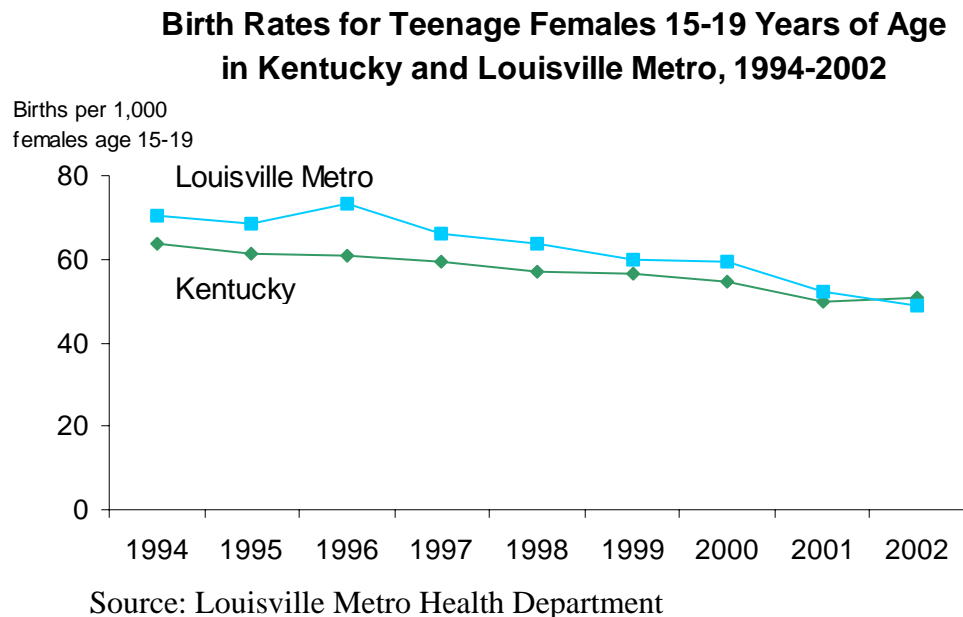
A teenager who becomes pregnant is at increased risk for involvement with the juvenile justice system, academic failure (including school drop out), social isolation (including family, peers and community) and poverty. There are also a number of risk factors often associated with teen pregnancy that include early use of alcohol, tobacco, and/or other drugs and emotional, physical and sexual victimization.

The Louisville Metro Health Department reported the birth rate for teenage females in 2002 age 15 to 19 years was 48.7 births per 1,000 females age 15 to 19 years. This is lower than the rate for Kentucky of 51, but higher than the nation's rate of 43.



Source: Louisville Metro Health Department

The teen birth rate among 15-19 year olds in Louisville Metro declined from 1994 to 2002, a rate similar to national trends. A 31% decline in the teen birth rate was recorded for Louisville Metro during this time period.



White females 15 to 19 years of age had the highest teen birth rate in Louisville Metro at 81.8 per 1,000. This rate was over two times that of African American teen females at 39.2 per 1,000.

Preliminary data for 2003 and 2004 indicate continued declines in teen birth rates.

Year	Birth Rates* to Teen Females (ages 15-19 years)
2001	52.2
2002	48.7
2003**	47.0
2004**	43.5

\*Births per 1,000 women in that age group

\*\*Data obtained from the Louisville Metro Health Dept. and preliminary 2003 and 2004 State Vital Records

Geographic differences among teen birth rates are noted and although the number of live births to teens ages 10-19 is highest in South Jefferson, the birth rates are higher in other areas (shaded) where prevention activities are targeted.

#### Birth Rates\* by Neighborhood Place Areas, 2002

<b>Neighborhood Place</b>	<b>Ages 10-14</b>	<b>Ages 15-17</b>	<b>Ages 18-19</b>
Northwest	0.70	51.68	128.25
Ujima	0.99	79.39	103.03
Cane Run	0.41	19.60	74.30
Bridges of Hope	5.52	42.08	56.94
South Central	0.52	42.47	104.04
Barret inside Watterson	0	13.28	42.03
First at TJ Middle	1.25	24.91	96.34
South Jefferson	0	21.25	82.47
Barret Southeast	0	11.48	47.05
Barret Northeast	0	5.40	53.57

\* Birth rates calculated here are live births per 1000 population of that age group in that particular area

In the Older Teens' survey, teens were asked whether they were sexually active, 59.5% answered yes with 8.9% of respondents noted that they were teen parents.

Recent data on sexually transmitted diseases for youth from the *Metro Health Department Specialty Clinic* included:

- In 2003, 397 youths ages 10 to 19 years tested positive for Gonorrhea
- In 2003, 733 youth ages 10 to 19 years tested positive for Chlamydia

#### Family Composition

According to the American Community Survey 2003<sup>xi</sup> data profile, female-headed households make up 30.1% of all households with children. Between the 1990 census and the 2000 census, the percent of female-headed households increased 15%. In the Older Teens' survey, 52% of teens reported they live with their mothers, 31.4% live with both parents, 5.6% live with their fathers and 9.1% live with another guardian.

## Safety

### A. Child Fatalities

The overall child death rate for 1-14 year olds declined between 1988-1992 and 1998-2002 from 26 per 100,000 to 21 per 100,000. Child and teen fatality data are derived from the report, *Leading and Selected Causes of Resident Deaths, 2000*.<sup>xii</sup>

- In the most recent report for Jefferson County, motor vehicle crashes were responsible for three deaths (rate of 2.3 per 100,000) of 1-14 year olds and 18 deaths (rate of 20.2 per 100,000) of 15-24 year olds
- Unintentional injuries were responsible for nine deaths (rate of 6.8) of 1-14 year olds and 26 deaths (rate of 29.2 ) of 15-24 year olds
- Assaults (homicides) were responsible for six deaths (rate of 4.6) of 1-14 year olds and 19 deaths (rate of 21.3) of 15-24 year olds

Racial differences were noted for unintentional injuries and homicide rates.

- In 2000, the rate of fatality by unintentional injury for African Americans ages 1-14 was more than twice that of Caucasians at 9.1 vs. 4.4; whereas, the rates reversed for ages 15-24 with Caucasians at 32.4 compared to 24.9 for African Americans
- The rate for homicide fatalities for African American youth in Jefferson County ages 15-24 was 79.6 per 100,000 over three times greater than the overall age group of 21.3 per 100,000

The recent *Kids Count* data for Jefferson County includes a teen violent death rate for those ages 15-19 of 54 per 100,000 between the years 1998-2002, an increase of 25.6% in the rate over the prior rate of 43 per 100,000 for 1988-1992. Teen violent deaths include those resulting from injury, homicide and suicide.

### B. Youth Suicide

The Centers for Disease Control and Prevention (CDC) and its National Center for Health Statistics (NCHS) compile data on fatal injuries and the leading causes of death for persons under the age of 35 are related to accidents (unintentional injuries). Suicide is the 11<sup>th</sup> leading cause of death for this same age group followed by homicide as the 14<sup>th</sup> leading cause of death.<sup>xiii</sup> Interestingly, suicide rates exceed homicide rates for young teens and persons age 28 and older. For older teens and persons in their early to mid-twenties, homicide rates exceed suicide rates.

- The 2003 suicide rate for all of Jefferson County was 14.3 per 100 deaths compared to 13.7 for Kentucky
- The rate for Jefferson County youth in 2003 was 2.7 per 100 deaths. This compares to the rate of 2.2 per 100 for youth suicide in all of Kentucky according to the report of Resident Deaths from Intentional Self-Harm in Kentucky published by the Kentucky Cabinet for Health and Family Services' Kentucky Office for Health Policy.
- There were suicide attempts made by 53 youth from Jefferson County ages 10-19 in 2003 compared to 43 youth in 2002

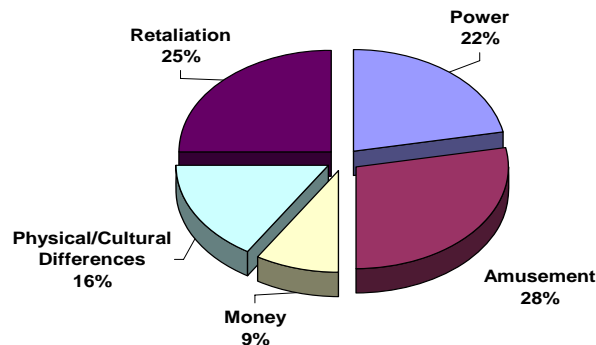
### C. Bullying

Perhaps one of the most common, yet least perceived, forms of youth violence is bullying. Bullying has often been viewed as a normal "right of passage" for America's youth, especially boys. In a 2001 OJJDP Fact Sheet on juvenile bullying<sup>xiv</sup> the results of a National Institute of Child Health and Human Development (NICHD) study highlights some of the detrimental affects of bullying both on the person who bullies and the victim of bullying. Some of the noted affects of bullying included anti-social behaviors, loneliness and trouble making friends, tobacco and alcohol use, school problems and mental health problems into adulthood. Bullying can take the form of physical, verbal or psychological abuse. Males are more likely to be linked to physical and verbal bullying and females more likely to use verbal or psychological (e.g., spreading rumors).

There is no official source of data on the incidence of bullying. In 2005, the Kentucky state legislature passed a statute requiring schools to capture bullying offenses. By 2006, we expect the first reports on school bullying to be available.

The question was asked of youth participating in the Older Teens' survey if they had ever been bullied and if they had ever been the bully. A total of 22.9% admitted to being a bully and 18.9% acknowledged being a victim of bullying. The difference in response suggests youth are more willing to admit to bullying than being victimized. Of those who admitted to bullying, there were five themes as to why they bullied and these are represented in the chart below.

### Reasons for Bullying



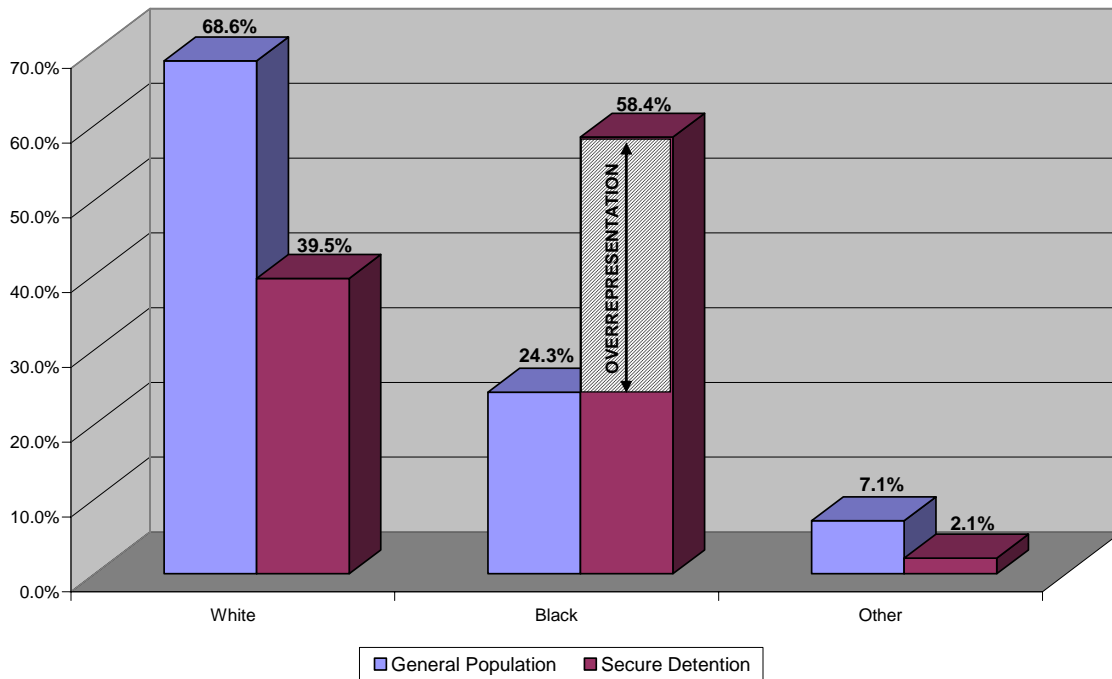
## VI. MINORITY OVERREPRESENTATION AND DISPROPORTIONATE MINORITY CONFINEMENT

In Kentucky, and almost every other state, youth of color are overrepresented in the criminal and juvenile justice systems. Overrepresentation occurs when the number of youth in these systems exceeds their percentage of the general population. Disproportionate minority confinement (DMC) refers to the overrepresentation of youth of color in secure detention and corrections. A 2003 report to the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention by the Kentucky Department of Juvenile Justice (DJJ) noted that black youth in Kentucky were overrepresented at every stage of the juvenile justice system compared to their percentage of the state's population.

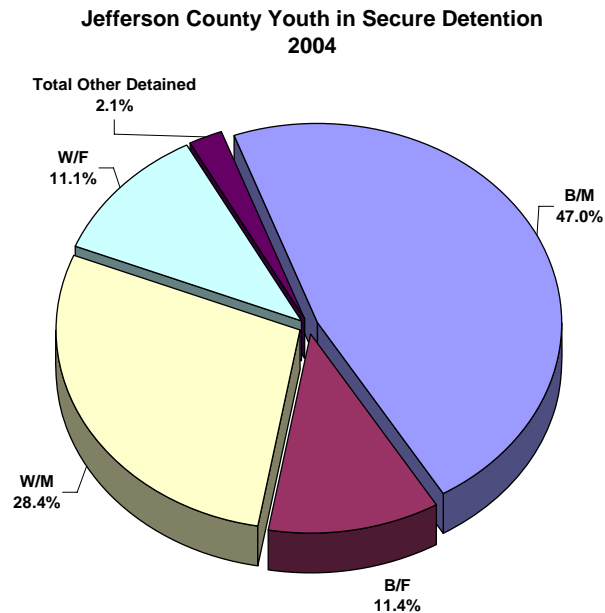
Statewide, black youth represent 7.3% of the population but accounted for 18.8% of juvenile (delinquency). In a comparison of juvenile detention rates the report indicated that 7.2% of white juveniles with complaints filed against them were placed in pre-trial detention while 12.1% of black juveniles (and 8.7% of other minority juveniles) with complaints filed against them were placed in pre-trial detention.

Jefferson County is no exception to this state and national phenomenon. For the past several years the Louisville Metro Criminal Justice Commission has been working with the [W. Haywood Burns Institute for Juvenile Justice Fairness and Equity](#) to reduce the overrepresentation of youth of color in Louisville Metro's Youth Detention Center. Jefferson County's efforts have been supported by the Department of Juvenile Justice, the Governor's Juvenile Justice Advisory Board, and the Subcommittee on Equity and Justice for All Youth. Data compiled for the Criminal Justice Commission's Disproportionate Minority Confinement Advisory Board indicate the following:

### Jefferson County 2004 Secure Detention Rate Compared to General Population Rate



- In 2004, black youth made up nearly 60% of the juveniles in secure detention while representing only one quarter (24.3%) of all youth (general population) in Jefferson County
- By contrast, although white youth account for nearly 70% of the general youth population they made up just 40% of the secure detention population





- Black males made up the single largest demographic group within the Jefferson County Youth Detention Center
- Black males were the only racial group to be overrepresented in secure detention
- White males made up less than a third of the secure detention population
- While White females and Black females accounted for an equal number of youth in secure detention, White females were greatly underrepresented in detention in comparison to their percent of the general youth population
- Black females made up the third largest group in secure confinement and their percentage was comparable to their representation in the general youth population
- White youth and all other minority groups (combined) were “underrepresented” in detention when compared to their percent of the general population

## VII. ALTERNATIVES TO SECURE DETENTION

Juvenile detention is a legal status that is ordered by the juvenile court judge for youth charged with a juvenile or criminal code violation and for whom the court has determined that additional supervision is needed. Detention encompasses a variety of services including secure confinement, non-secure residential placement, emergency shelter, foster care, home confinement and intensive supervision. Detention services other than secure confinement are routinely referred to as alternatives to (secure) detention (ATD).

In Jefferson County, ATD services include:

### ***Alternative Placement Services (APS)***

APS/Phoenix House is a 24-hour non-secure coed facility housing fourteen predisposition youth ages 12-18. Youth are court ordered to APS for alleged status and minor misdemeanor offenses who are not eligible for secure detention, not committed or probated to the state, or the parent/legal guardian could not be contacted for release. APS provides a safe, stable environment which includes access to education, nutrition and medical care.

### ***Home Incarceration Program (HIP)***

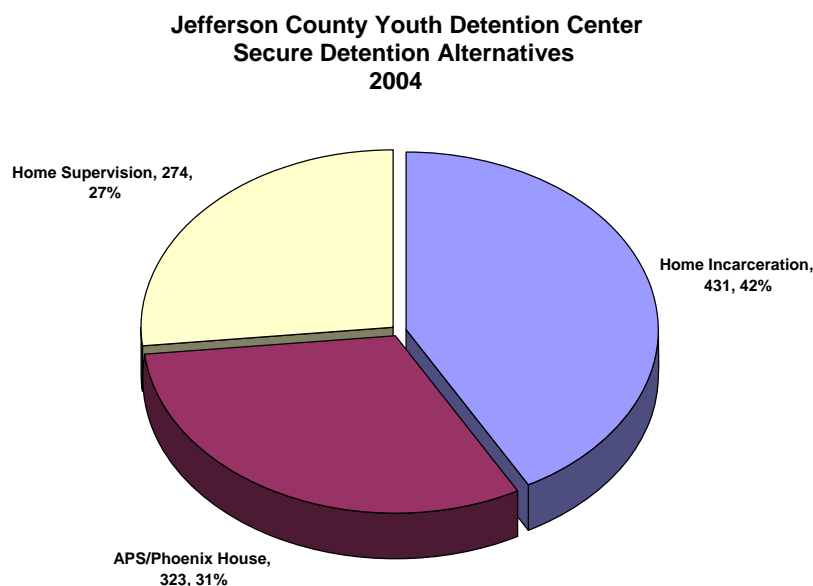
HIP monitors juveniles (14-17 years old) in the community who the Court determines do not require secure detention. Designed for forty-five juveniles, senior social workers monitor compliance with house arrest guidelines, school attendance and court appearances through electronic equipment and routine visits 24-hours a day.

Juveniles placed on HIP are those alleged to have committed property offenses or Class C or D felonies. Juveniles alleged to have committed a Class A or B felony or offenses involving a weapon, status offense, trafficking in a controlled substance and all sexual offenses as defined in KRS.510, are not considered appropriate referrals. Juveniles on HIP may attend school or work, but job search will not be allowed. Youth may also attend religious services once a week, with a parent, not to exceed two and one-half hours including travel. Juveniles are assigned a daily fee according to an established pay scale ranging from a minimum \$1.00 per day up to a maximum \$5.00 per day.

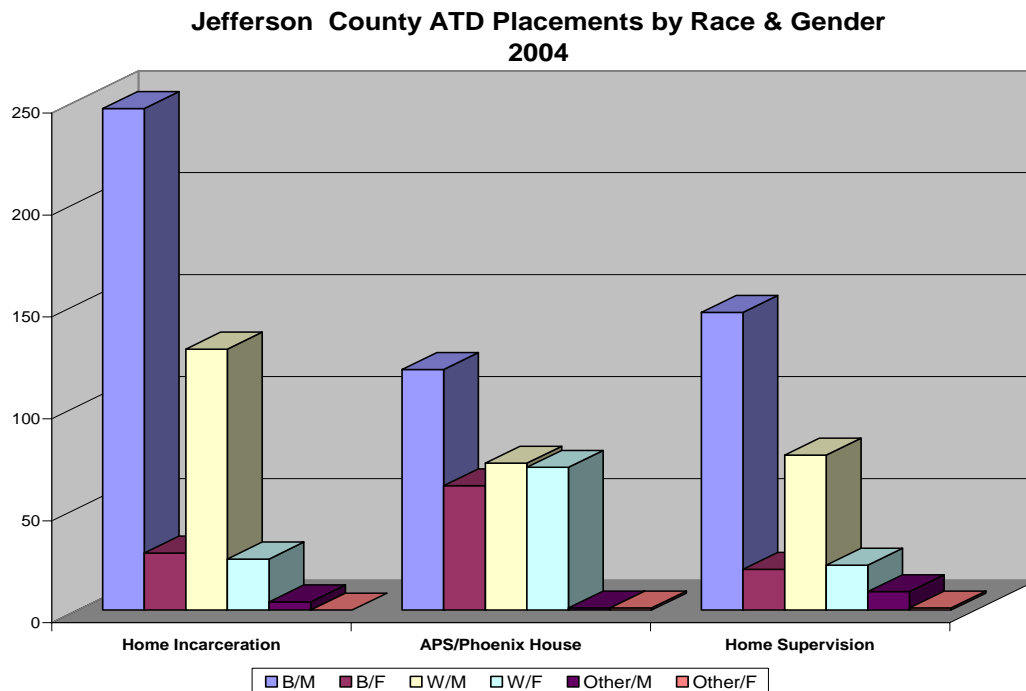
### ***Home Supervision Program (HSP)***

HSP is the least restrictive option in the detention continuum and is designed to supervise thirty juveniles pending court disposition. Social workers monitor compliance through a Behavior Contract which addresses school, curfew, and chores.

Juveniles placed on HSP are those alleged to have committed status, misdemeanor or low level felony offenses. Youth may be referred from APS, Secure Detention or HIP if he/she demonstrates acceptable behavior and has receptive parent(s) or legal guardian. HSP will assign cases with a face-to-face contact within 48-hours of a court referral. The program provides two levels of supervision. During the first two weeks, there will be two face-to-face contacts per week. During subsequent weeks, there will be one face-to-face contact each week and two phone calls per week. Youth will be seen at home with the parent/guardian, and at school. Behavior reports are submitted to the courts. Failure to abide by the Behavior Contract and program rules will result in possible referrals to Secure Detention, HIP or APS.

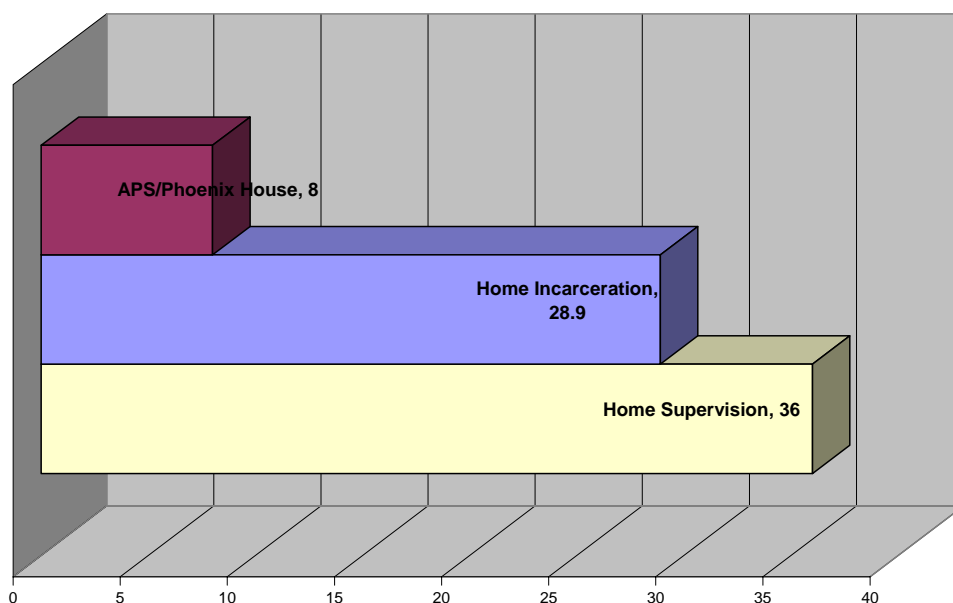


- The largest number of ATD youth were returned to their home under “home incarceration” and monitored with electronic surveillance as well as personal contact
- The second most used ATD service was residential care at Phoenix House
- The least used service (Home Supervision) is also the least restrictive detention service available



- Black males made up the largest number of youth placed in any of the ATD services
- White males accounted for the second highest group of ATD youth followed by White females and Black females
- Males were much more likely to be placed on Home Incarceration than any other service and least likely to be placed at Phoenix House
- Females were more likely to be placed at Phoenix House than any other ATD service

**ATD Average Length of Stay (Days)  
2004**



- Youth placed on Home Supervision served an average of 36 days on this service
- Overall, youth who were monitored at home spent approximately three times longer on this service than youth placed at the Phoenix House

## VIII. PATHWAYS TO DELINQUENCY

During the past twenty years a significant amount of research has been conducted regarding the development of delinquent behavior. In the 1990's the Office of Juvenile Justice and Delinquency Prevention (OJJDP) funded two significant efforts that brought together some of the nation's leading researchers to focus on both the causes of and effective responses to juvenile delinquency. The first effort culminated in OJJDP's *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (Wilson and Howell, 1993) and later the *Sourcebook on Serious and Violent Juvenile Offenders* (Howell, Krisberg, Hawkins & Wilson, 1995) which touted a "holistic" community approach that married prevention and intervention efforts by focusing on known risk factors for delinquency and other problem behaviors and intervening early with high-risk (potential) offenders. In a follow-up effort, OJJDP convened the *Study Group on Serious and Violent Juvenile Offenders* to further explore knowledge about serious and/or violent juvenile (SVJ) offenders as well as the types of interventions that had been proven effective in reducing their level and seriousness of offending.

Both of these initiatives provide illuminating information on not only risk factors that can be linked to delinquent behavior, but also on the development of delinquency from early initiation of problem behaviors through serious and violent offending. In *Serious and Violent Juvenile Offenders* (Loeber and Farrington, 1998), the authors conclude (page xx *Executive Summary*):

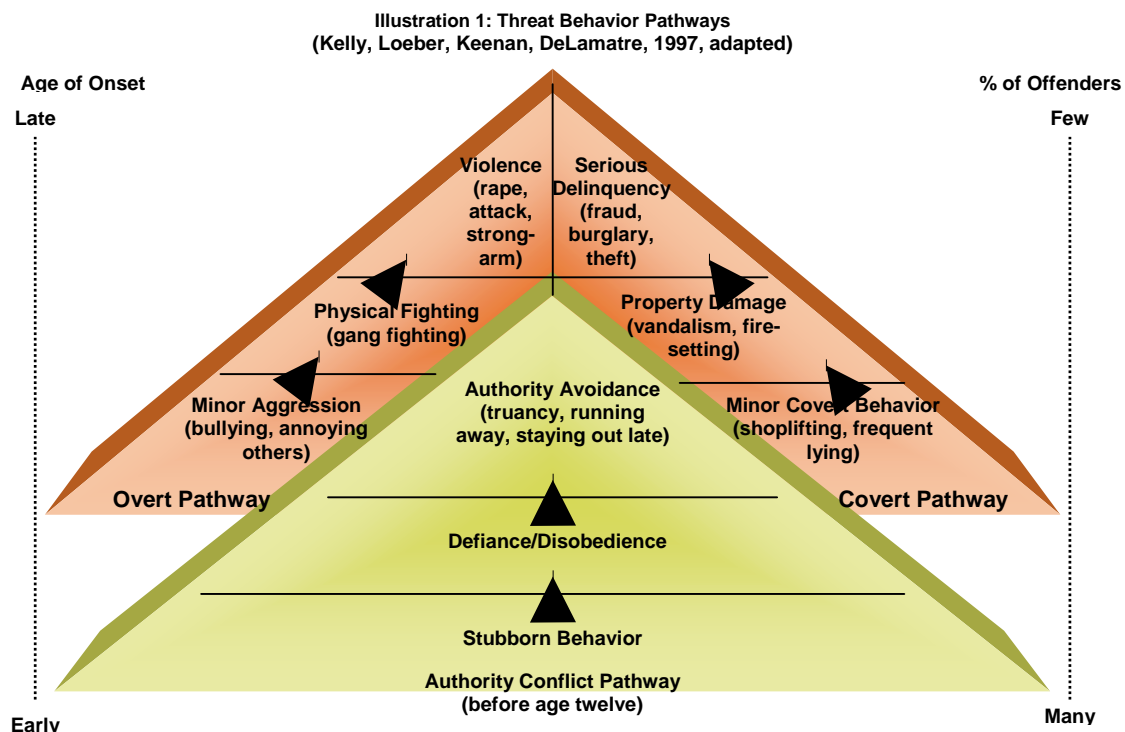
- *SVJ offenders are a distinct group of offenders who tend to start early and continue late in their offending.*
- *From childhood to adolescence SVJ offenders tend to develop behavior problems in several areas, including aggression, dishonesty/property offenses, and conflict with authority figures.*
- *Typically, SVJ offenders tend to advance simultaneously in each of these areas, with minor problem behaviors preceding the onset of moderately serious problem behaviors, which in turn tend to progress to more serious forms of delinquency.*
- *As offenders progress in these areas to SVJ offending, they tend to continue to commit less serious delinquent acts at high rates.*

### Pathway Research

The assumption that serious, chronic and violent juvenile offending unfolds over time (rather than appearing without prior warning) lead to research on developmental pathways for delinquency. In 1997 OJJDP published *Developmental Pathways in Boys' Disruptive and Delinquent Behavior* (Kelley, Loeber, Keenan and DeLamatre) which still stands as the leading developmental model for pathway research. By its title alone, this research acknowledges that it is limited to boys. Unfortunately, there is no similar large-scale research involving girls. Notwithstanding the unique needs of programming for girls, risk factor research has shown that risk factors have proven to be universal regardless of race and/or gender. It is reasonable, therefore, to conclude that girls follow similar pathways from minor/early problems to serious, chronic, and destructive behaviors. The following paragraphs highlight some critical findings from pathway research.

First, as noted above, the development of serious delinquency unfolds over time and progresses from less serious to more serious behaviors. Second, there is strong evidence that early aggressive behavior and age of first delinquency are strong predictors/precursors to later and more serious delinquency. And third, there are distinguishable pathways that delinquent youth follow which include *authority conflict*, *covert*, and *overt* problem behaviors.

We'll begin with a description of the three developmental pathways (see illustration 1 below) noted in the research that will then allow for a greater understanding of the progression of problem behaviors. The earliest (and first) pathway is *authority conflict*. This pathway can be noted for very young children and begins with stubborn behavior, followed by defiance/disobedience and then authority avoidance (e.g., truancy & running away from home). Children in this group often get recognized for their troubling behavior as early as pre-school (both by parents and caregivers). However, it is important to note that this model does not suggest that the presence of early stubborn and defiant behavior alone predicts future delinquent behavior. Rather, it is the accumulation of these behaviors that increase risk for, and serve as a precursor to, more delinquent behaviors. Researchers have been careful to note that many youth exhibit "disruptive" behaviors during childhood and adolescence as a natural part of social development. These youth may be referred to as "experimenters" and are distinctly different from youth who persist in disruptive and delinquent behavior.



Continuing along this line of developmental pathways, numerous research efforts have shown a clear link between age of onset and severity and persistence of delinquent behavior. In other words, the age at which a youth demonstrates problem behavior is a strong predictor of future problem behaviors, including seriousness of delinquency. What is important to realize from the research is that most of the youth who exhibited the most serious behaviors in each of the three pathways had progressed through one or more of the lower stages. For example, (depending upon the age of entry into the pathway) 88 – 100% of the youth displaying violent behavior had gone through one or more of the preceding stages. In the *covert* pathway more than 95% of the moderate to serious delinquents, regardless of their age at entry, had also displayed lower stage behaviors. More than three-fourths of the persisters (truants, runaways, beyond control) in the *authority conflict* pathway (early and middle age sample) had been through one or two of the previous stages. This finding reinforces the theory that delinquent behavior unfolds/progresses over time. While most youth who exhibit lower pathway behavior problems did not progress to serious and/or persistent offenders, the great majority of persistent offenders did exhibit early and documented lower level behavior problems.

Percent of Males Who Followed the Developmental Pathway (Full or 2 of 3 Sequences)			
	Authority Conflict	Covert	Overt
Youngest	75.4%	97.7%	100.0%
Middle	80.0%	96.4%	88.2%
Oldest	57.0%	95.1%	97.6%

Research has also demonstrated that many of the predictors of violence are also predictors for other types of problem behaviors. Thus, the documentation of early disruptive behavior is important in assessing risk for individuals and threats to the community and to developing targeted prevention and intervention efforts.

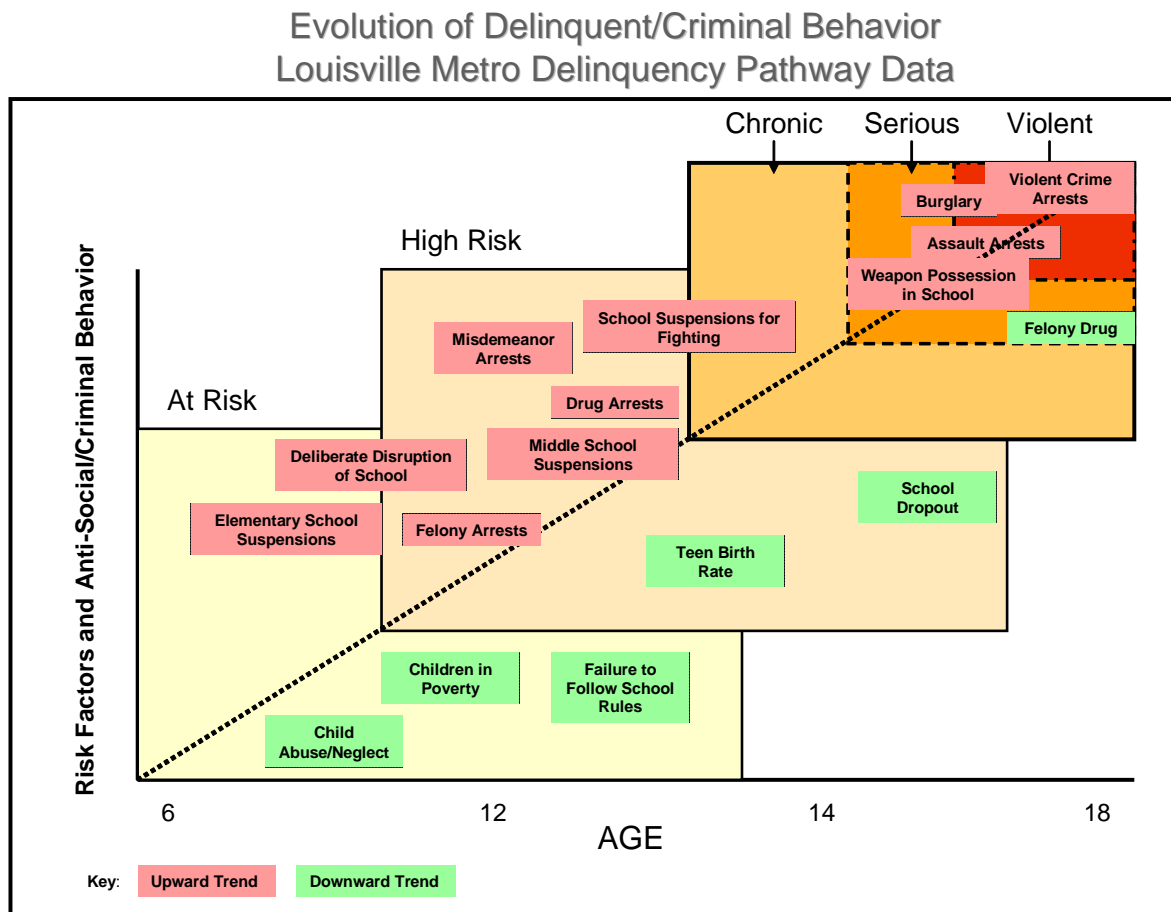
### Louisville Metro Pathway Data

The following is a graphic display of key risk and developmental pathway data (taken from this report) along a continuum by age and behavioral/criminal problems. This continuum, also referred to as the evolution of delinquent/criminal behavior, displays data as either at-risk, high-risk, chronic, serious or violent depending on the age group for the data and/or the severity of the delinquent/criminal behavior. Data is displayed either above or below the progression (dotted) line depending on whether it increased or decreased during the study period.

It should be noted that there are certainly many other risk factors and delinquent/criminal behaviors that are not accounted for on this graphic display and may be applicable. Items for this display were chosen because:

1. Available data was sufficient to indicate significant problem;
2. The problem has been linked to delinquent and problem behaviors; and/or
3. The available data was deemed relevant to needs and purposes of this report.

*Note: The sole purpose of the following display is to graphically illustrate significant risk factors and problem behaviors present in the Louisville Metro area and indicate whether they were increasing or decreasing. The dotted line is used only to separate the indicators as increasing (above) or decreasing (below). The line does not represent a median point for the displayed indicators.*





## IX. CURRENT INVESTMENTS IN YOUTH

We have compiled a synopsis of programs serving young children and youth as a sampling of the type and scope of prevention and intervention efforts undertaken in recent years in the Louisville metro area. This is in no way intended to be an exhaustive list, rather representative of the range and quality of services made available through community service providers to mitigate risk and enhance protective factors that contribute to the well-being of young children and youth.

Services were included that fell under at least one and in some cases two of the following categories:

- Programs address protective factors
- Programs are relevant to the purposes of this report
- Programs are based on proven evidence-based models with rigorous evaluation and sufficient data available at the time of the report

Programs included fall under four areas of emphasis:

1. Early Childhood Development
2. Substance Abuse Prevention and Intervention
3. Anti-Social and Aggressive Behaviors
4. Academic Success

### Early Childhood Development

#### A. **HANDS Program**

HANDS is home visitation program administered by the Louisville Metro Health Department designed to assist parents at critical development points during their child's first two years of life. HANDS targets first time parents, from the prenatal period to approximately two months after delivery. The program's goal is to assist with child development, parenting skills, health services and other needed resources.

## **B. Healthy Start Program**

Healthy Start is an additional program administered by the Louisville Metro Health Department that works to reduce infant mortality in targeted areas of west Louisville. Infant mortality rates in these areas range between 1.5 and 2 times higher than those of Jefferson County as a whole. Healthy Start contacts pregnant women through home visits and other outreach methods to make sure that women begin prenatal care during the first three months of pregnancy and that consistent care continues throughout pregnancy. Healthy Start continues to work with families after the birth of the baby through programs such as parenting classes and health clinics.

## **C. Community Coordinated Child Care**

Community Coordinated Child Care (4-C's) is the Child Care Resource and Referral agency for Jefferson and 14 other Kentucky counties. Currently there are 410 licensed child care centers and 293 licensed/certified child care homes in Jefferson County with a total capacity to care for 42,168 children.

The nationally recommended capacity ratio is of one child care capacity slot for every four children under 13 living in an area. The ratio in Jefferson County is one slot for every three children exceeding the recommended ratio.

Financial Assistance to help families pay for child care included assistance to 11,000 low income working families and families moving off welfare in Jefferson County under the state financed Child Care Assistance Program (CCAP), amounting to approximately \$3,140,000 a year. Louisville Metro Government and Metro United Way allocate an additional \$313,000 to help low income Jefferson County parents who don't qualify for the state CCAP funding pay for child care.

Currently there are close to 1,400 families on a waiting list for the Louisville Metro and Metro United Way child care funds. 4-C's administers these programs and estimates that 2.3 families per work day are added to the waiting list. Due to the reallocation of the CDBG dollars this year, \$67,784 fewer funds are available for Jefferson County families to help them pay for child care in 2004/2005 compared to 2003/2004.

#### **D. Success by 6**

*Success By 6* is a public and private partnership led by Metro United Way committed to ensuring that every child in the community is healthy, safe, nurtured, and ready to succeed in school by age six. *Learning Matters* is an initiative of *Success by 6* that focuses on the importance of reading to children and how this prepares them for entering school and will mobilize local community resources around 21 childcare centers in the region. The initiative will:

- Ensure that each of the 2,000 children in these centers receives two books a year to take home for their very own
- Grow pre-school reading libraries in each childcare center
- Train staff on fun ways to engage children of all ages in the joys of reading
- Promote parental involvement in nurturing and reading to children

#### **Substance Abuse Prevention and Intervention**

##### **A. The Early Intervention Program**

The Early Intervention Program (EIP) provided by Seven Counties Services, Inc Prevention Division targets high-risk youth between the ages 13 and 18 who have had first or second time substance use related charges and who, after screening are determined to be appropriate for an educational type intervention program aimed at substance use abstinence or reduction. In FY 2004-05, 343 youth were served.

The program consists of an educational component for both the youth and parents. Both the youth and parents are surveyed at the beginning of the program and again at the end of the diversion period (approximately six months later).

Outcomes included statistically significant reductions in use by youth engaging in the use of substances across all categories. A major evaluation was completed in 2000 and found that after the diversion period, the proportion of youth who reported abstinence from use increased 21.0% for beer, 8.2% for wine, 20.7% for liquor, and 17.9% for marijuana.

Forty-five percent of the youth said it was easier to talk to their parents after being in the program and 55% of the parents reported improved family relationships. In addition, a majority of parents (53.6%) reported that their ability to communicate with their youth about ATOD use had increased. Approximately 62% indicated that their youth's communication with them had increased as well.

## **B. Project SHIELD**

In 1999, JCPS formed partnerships with community-based organizations called Project SHIELD (Supporting Healthy Individuals and Environments for Life Development). SHIELD was a large-scale effort funded by the Department of Education, Office of Juvenile Justice and Juvenile Delinquency, and the Center for Mental Health Services involving 17 research-based or promising interventions. The size and scope of SHIELD took the limits of prevention programming and capacity-building to a new level for a community (Johnson, K., Neace, W. et al). Programs that fell under the SHIELD umbrella included prevention and early intervention services incorporating education, mental health and a range of social services to address alcohol and drug use, violence prevention and early childhood development.

Of the 17 programs funded under Project SHIELD, seven were evaluated for effectiveness using indicators that fall under the standard range of school accountability<sup>xv</sup>. Two cohorts were studied for the 2000-2001 and 2001-2002 school years. Three approaches were taken: (1) universal interventions for all students in class attendance, (2) selective interventions, which focus on at-risk target groups within the school population, and (3) indicated interventions, which directed services to youth evidencing symptoms of a problem.

Two programs produced more favorable outcomes related to substance abuse than other programs. These included SMART MOVES (a universal substance abuse prevention program for 10-15 year olds) and Multi-Systemic Therapy (a nationally-recognized program for chronic, violent or substance abusing youth in grades 9-12). Parents were included/involved in both of these programs.

Results suggest that dosage or the length of treatment was a factor contributing to effectiveness. In other words, the more exposure the youth had to the intervention, the better the outcomes. Evaluators suggested that increased dosage across a majority of the programs may produce favorable effects. By the end of the project, three of four promising programs which produced positive impact were still being offered in some target schools and others have been revised to increase effectiveness. These include Student Assessment, Professional Development, Functional Family Therapy, Preparing for the Drug Free Years (renamed: Parents Who Care) and Multi-Systemic Therapy.

Project SHIELD included a goal of increasing the capacity across the project partners by enhancing infrastructure to support substance abuse and violence prevention in the Jefferson County School System. Among linkages that were strengthened by the initiative were efforts to bring resources to bear through grants and collaborations, increase the number of prevention champions and enhance strategic planning. Lessons learned through evaluation of the project included the challenge of engaging school personnel in building infrastructure as well as programs. A further lesson learned was the importance of involving school personnel and community partners in the development of programs from the outset.

### **C. Project SAFE**

Between the 2003 and 2005 school years, students were involved in a number of research-based interventions which extended services beyond Project SHIELD. Project SAFE (Students in Alcohol Free Education) was funded by the Federal Department of Education's Safe & Drug Free Schools. It was awarded in 2002 and is funded through fall of 2006. Programs fall under four categories: substance use and abuse interventions, anger management, life skills and parental involvement.

#### **a. Substance Abuse**

During the 2004 and 2005 school years, 309 students in a transitional alternative high school received alcohol and drug education and counseling. There was a notable increase in students who graduated or received their GED for the intervention group compared to the group receiving no intervention (control group). School retention rates increased compared to the control group. Urine drug screen results improved for the education group compared to increased urine drug scores for the control group.

A new behavioral assessment instrument, the GAIN, was implemented in conjunction with Seven Counties Services assessing 4,987 identified students for alcohol/drug risk. Parents were included in the assessment process. Students received a preliminary assessment by the school system and were then referred for full assessment to Seven Counties. They were then referred to prevention or intervention services as needed.

#### **b. Life Skills**

Life skills training was offered at 21 middle schools in the 2003 and 2004 school years. Results were very positive with 95% of participating schools reporting a reduction in drug/alcohol suspensions. Over a two-year period, suspensions for drug/alcohol related issues declined by 83% among the participating schools to 73 from 418 at baseline.

Life skills training appeared to produce favorable impact related to alcohol/drug related suspensions and environmental conditions. Among participating schools, 15% saw a reduction in alcohol/drug related suspensions. In the second year alone, there was a 35% reduction in the number of schools where students identified alcohol as a problem in their school. When asked about drug use as a problem in their school, a 24% decline in the number of schools was reported where students identified it as a problem.

Using a similar question about drug sales at school, a 24% reduction was reported for participating schools, or 5 out of 21 schools reported decreasing ratings by students. As to students seeing drug sales at school, 8 out of 21 schools recorded improvement in student ratings.

### c. Parental Involvement

A series of parenting classes were offered over the 2003-2005 school years with a total of 433 parents attending at least one class. Approximately 50% of parents reported this was their first experience attending a parenting class. Responses to a pre/post survey indicated a slight decrease in parental attitudes that it was okay for youth to drink alcohol under parent supervision. The degree of agreement about discipline between parents increased 9% and the number of parents willing to follow through with discipline increased 10%. Lastly, the percent of parents who reported an increase in attending their children's activities increased 5.1%.

## Anti-Social and Aggressive Behaviors

### A. **Project SHIELD**

Programs that fell under the SHIELD umbrella included prevention and early intervention services incorporating education, mental health and a range of social services to address alcohol and drug use, violence prevention and early childhood development.

Of the 17 programs funded under Project SHIELD, seven were evaluated for effectiveness using indicators that fall under the standard range of school accountability<sup>xvi</sup>. Evaluation results identified positive results in non-cognitive outcomes such as attendance, tardiness and disciplinary referrals. Second Step (a universal violence prevention program used with students in grades 1-3) reported positive outcomes. Cognitive outcomes (GPA scores) were not positively impacted by the interventions. Programs that continue to be offered include Crime Prevention through Environmental Design (CPTED), Adult Education, Parent Involvement, After School Activities, the Child Development Project and Second Step

### B. **Project SAFE Anger Management Program**

Promising preliminary results were reported in the first year of a two-year anger management program for middle and high school students. In the first year, approximately 25% of students who completed the 6-session program reported a reduction in aggressive behaviors and 40% reported increases in positive behaviors to manage their anger. This program received full federal funding for all middle and high schools in the 2005-2006 school year.

## Academic Success

### **Every 1 Reads**

In September 2003, Greater Louisville Inc., Jefferson County Public Schools (JCPS) and Metro Louisville announced an ambitious reading initiative called *Every 1 Reads*, a community-wide effort to have every child in the Jefferson County Public School system reading at grade level within four years. The initiative includes volunteer involvement from individuals, organizations and businesses across the community. JCPS has projected that the initiative will need at least 10,000 volunteer tutors over the next four years, as well as 2,500 additional volunteer 'mentors' for middle and high school age students.

## **X. GENDER SPECIFIC SERVICES**

Gender specific programming refers to services developed and/or targeted to either males or females. Services/programs were traditionally geared towards the needs of boys. In the 1990's a movement to develop programs based on the unique needs of females gained momentum as females accounted for an increasing proportion of the youths entering the juvenile justice system and because most juvenile justice programs were developed to serve males. There is a growing body of research dedicated to examining the differences in the developmental pathways to delinquency for females and males and the need for gender specific services.

Females and males in the juvenile justice system share some issues, but each also has some distinct needs. For example, research has found that females' risks for delinquency are amplified by the presence of: sexual and/or physical abuse, substance abuse, teen pregnancy, poor academic performance, and mental health needs. In 2004, the Alliance for Girls in partnership with Kentucky Youth Advocates received funding from the Annie E. Casey Foundation to compile a report on the status of girls in Louisville Metro, "Girls Count in Louisville." Some of that important information is referenced throughout this Needs Assessment document.

According to the Office of Youth Enhancement Services database on youth programs in the Louisville Metro area, there are at least 14 programs that are designated as for males only (this includes the Boy Scouts, but counts them only once), and there are 19 identified programs for females only (this includes the Girl Scouts, but counts them only once).

The Louisville Metro Alliance for Youth believes that there is a great importance to continuing the work that gender specific programming has started and to continue the research, but at this time they do not believe that a program should be qualified or disqualified for funding under the Community Juvenile Justice Program based on gender specific issues.

## XI. GAPS AND OPPORTUNITIES

A Sub-Committee of the Policies & Procedures Committee of the Alliance reviewed all of the information incorporated in this report. This sub-committee reviewed the strengths and weaknesses of the community indicators in this assessment and identified a working list of gaps and opportunities. Given the scope of the data, the sub-committee chose to focus on those areas which fall within its purview to select gaps and opportunities for recommendation for future investment. Some of these are suitable for future investments by the Alliance and many others fall outside the mission of the Alliance. We believe there is sufficient data to support the need for further action or adoption by the larger community on these issues.

The merger of city and county governments in 2003 is the first such metropolitan consolidation in thirty years and provides opportunities for innovation of a national scale. Innovations undertaken in recent years better position the larger community and the Metro Alliance to target its investments in youth and families and measure the impact of those investments.

The working list of gaps and opportunities is as follows (not in rank order):

- Data Limitations
- Educational Development
  - \* Proficiency (reading, math, science)
  - \* Truancy
- Health & Welfare
  - \* Alcohol, Tobacco & Drugs
  - \* Child Abuse & Neglect
  - \* Wellness – Obesity and Diabetes
- Aggressive & Anti-Social Behavior and Early Initiation of Problem Behaviors
  - \* Criminal Behavior
  - \* Bullying
  - \* Suspensions
  - \* Sexual Behavior
  - \* Teen Birth Rate



- Developmental Assets/Deficits
  - \* Unsupervised Time
  - \* Gender specific issues
- Employment
- Older Adolescents (lack of specific programming)
- Sustainability of Programs
- Conclusion

### Data Limitations

Data presents both a gap and an opportunity. The gaps in many cases arise from the prior unconsolidated data systems used pre-merger by the City and County. First, with the consolidation through merged government, new data systems specifically related to violence and arrests are forthcoming. We anticipate by 2008 to have access to more comprehensive data on youth violence indicators especially youth arrests and identification of gang related activities, among others.

The opportunity available now is direct involvement in the development of the data system to increase the likelihood of future access to more accurate data.

Second, the Alliance, through the YES Office with the collaboration of other funders and stakeholders, is working toward the expansion of the use of KidTrax to ultimately provide child-specific program utilization data. Third, the sub-committee encourages the Alliance to form relationships regarding data sharing with comparable cities, i.e., those identified in the Brookings Institute pre- and post merger reports so that we have benchmark comparisons available in the future.

## Educational Development

There has been substantial community investment in educational development, with principal investment in school readiness or the pre-school age, as well as retention and proficiency. However, during the past two school years in excess of 31,000 students were absent from school 10 or more days (roughly a third of student enrollment) and in 2003/2004 a total of 7,009 students had 25 or more days of absences and that number (students) dropped to 6,645 for the 2004/2005 school year. Overall, the truancy/ excessive absences dropped by 1.5% from 2004 to 2005.

Additionally, between 2003 and 2004, the academic index score in Jefferson County improved for each core subject area for all grade levels, but the overall District did not make “adequate yearly progress” in reading, mathematics or overall as defined by No Child Left Behind (NCLB). In both 2003 and 2004, JCPS students scored lower (on average) than all Kentucky students in reading, mathematics and language arts. At the end of primary school, the average JCPS student was scoring higher than the average student nationally in the basic skills area, however, 6<sup>th</sup> and 9<sup>th</sup> grade JCPS students scored lower (in both 2003 & 2004) than the national average.

## Health & Welfare

There are a number of issues that adversely affect the health and welfare of youth in Louisville/Jefferson County. The Alliance believes that alcohol and other drug use/abuse is a significant problem for many youth in Louisville/Jefferson County as evidenced by self-reported use data. As noted earlier in this report, arrest data for drugs and alcohol are only one indicator of trends, but do not adequately identify the extent of the problem. Most use/abuse does not come to the attention of law enforcement and we must rely on other data such as the self-report data collected by Jefferson County Public Schools and substance abuse treatment programs.

In general, the majority of youth in Jefferson County self-report that they have “never” used tobacco, alcohol, marijuana, or other drugs, but this response changes significantly as youth become older. During the 2004-2005 school year, the number of youth who indicated they had used alcohol at any time during the preceding year increased significantly between elementary school (6.8%) and the 12<sup>th</sup> grade (54.8%). Similarly, while almost all elementary age youth reported never trying or using marijuana almost one-fourth of high school students admitted to trying or using marijuana. For 12<sup>th</sup> grade students the number admitting trying or using jumped to 1 in 3.

In spite of decreasing reports of child abuse and neglect, it is still estimated that anywhere from 8,000 to 12,000 reports are made on behalf of children annually in Jefferson County. As abuse/neglect is frequently linked to juvenile delinquency, the sub-committee strongly encourages the community to continue its current efforts to address this issue.

Increasing concerns have been expressed around youth health issues, principally increases in childhood obesity and type II diabetes on the national and local levels. The Louisville Metro *Mayor's Healthy Hometown Initiative* has focused on youth and adults improving their diets and increasing their level of physical activity.

#### Aggressive & Anti-Social Behavior and Early Initiation of Problem Behaviors

The number of violent crime arrests involving juveniles increased dramatically (77%) from 2000 to 2004. Assaults (all) accounted for 58% to 64% of all violent crime arrests during this five year period. Felony assault arrests nearly doubled (91% increase) from 2000 to 2004 while misdemeanor assaults more than doubled from 693 arrests in 2000 to 1,431 arrests in 2004. A total of 314 juveniles were arrested more than once for a violent crime in 2004, a number that was up from 188 in 2002 and 256 in 2003.

The Older Teens' survey raised concern as to the incidents of bullying in the schools. Up until the 2005-06 school year there has not been a method of tracking bullying incidents. As a result of a new state statute, JCPS will be tracking suspensions for bullying providing hard data for future analysis. The Alliance has significant investment in youth programming that addresses conflict resolution and aggression replacement education.

In addition to an increase in aggressive/violent behavior this assessment notes an increase in the number of younger school students being suspended for aggressive behavior. From 2000/01 through 2003/04, JCPS reported a total of 50,800 out of school suspensions for either student violations of school policy or violations of the law. Suspensions showed a steady trend upward for a 17% increase from 2000/01 to 2003/04. On average, over half (54%) of all suspensions occurred at the middle school level. While suspensions increased for all grade levels during this period, elementary school suspensions rose nearly half (42%). Suspension at the high school level increased 24%.

The Louisville Metro Health Department reported the birth rate for teenage females in 2002 age 15 to 19 years was 48.7 births per 1,000 females age 15 to 19 years. This is lower than the rate for Kentucky of 51, but higher than the nation's rate of 43.

#### Developmental Assets/Deficits

The Search Institute has identified a direct correlation between the number of assets youth report and the reported incidence of risk taking behaviors. The more assets youth report, the fewer risk taking behaviors they report (and vice versa). For example, 49% of youth reporting 10 or fewer assets (out of 40) also reported problem alcohol use; whereas, only 3% of youth reporting 31 or more assets reported problem alcohol use.

The results from the *Search Institute Profiles of Student Life: Attitudes and Behaviors* survey offer insights and opportunities to focus investment in programs that target those assets with the greatest deficiency among our community's youth. Items showing up as weak in support include school climate, neighborhoods, parental involvement in school, and good family communication. The percent of youth reporting these assets in their lives decreased from 7<sup>th</sup> to 11<sup>th</sup> grade, again, providing an opportunity to target investment, especially within an age group.

In the area of empowerment, only about half of all youth (49%) expressed feeling safe at home, at school or in the community, but the difference was significant between males (58% felt safe) and females (39% felt safe). Also, only about a fourth of youth reported feeling as if the community values them (23%) or feel they are given useful roles in the community (26%).

We understand there are plans to administer the survey again in the near future. Although the 2000 data is informative it is not current enough to represent a mandate for specific investment for today's youth in the Louisville metro area. We encourage the community to undertake a similar comprehensive survey effort and distribute the results in a broad forum so that funders may make investments in the development of our youth based on current conditions.

### Employment

In looking at data for employed youth, we can identify how many youth are working for employers who pay unemployment insurance taxes, but what we do not see is the actual number of youth ages 16 to 21 who are employed. We know that there are a significant number of youth who are single parents and who have parental obligations in or out of households. There are young people who are homeless without income. Even students who have shelter often have no means to purchase clothes for school or to participate in what many would think are the normal activities of young people.

Youth Opportunities Unlimited (Y.O.U.) serves as a one-stop initiative that focuses on out of school and disconnected youth to address the workforce connection and educational connection for these youth. Y.O.U. addresses the need for some young people to become employed immediately without neglecting future employment and the need for education and training. Currently, 22 youth have gained employment with 20 more youth in training leading to full time employment. This is a significant first step for a program that began three months ago to help youth with workforce connection.

### Older Adolescents

The Older Teens' survey raises concerns as to where teens are spending their time during after school hours. Many of the local youth serving agencies have expressed to the YES Office that they are only serving youth under the age of fifteen, and according to the YES database, there are only thirty-two programs that are identified as having specific services or programming for older teens.

The Black Male Commission on Youth and Families was established in April of 2005. This group is made up of socially influential African American men from throughout the community who have come together to reduce and prevent youth violence among older teens, ages 15 - 21. The Black Male Commission sponsored community-wide informal focus groups with young people to provide opportunities for these youth to share their input on violence and important community issues and concerns.

This group held 9 focus groups involving more than 400 young people. Some of the findings include youth reporting a lack of positive involvement and interaction with African American men; a negative perception of reporting crime and the people who do; high aspirations for future careers; and belief that school is important but often exhibit little commitment to school. They also report a lack of involvement in after school programs and positive activities; that violence is a way of life; a certain tolerance to violence; a desire to work but believe few opportunities exist; that money and materialism are important; and, a neutral or positive perception of drug dealing.

This Commission will continue to work with community youth and youth serving agencies to develop plans to combat youth violence and address the issues and concerns that have been brought to light.

### Sustainability of Programs

Since 1999, the Alliance has funded a total of 52 different programs serving 13,092 youth and their families. These programs were held at 48 community-based or faith-based or school-based organizations/agencies representing a variety of neighborhoods in our community. All but one of the 48 agencies are still providing services to youth and their families, while 7 of the programs no longer exist, 4 of the programs have been scaled down or modified to better suit the needs of the neighborhood served, and 1 program has transferred responsibility to a different agency. The Alliance believes that it is very important to work with the funded organizations/agencies to assist them in finding ways to sustain these programs for many years to come.

## Conclusion

The Alliance for Youth sub-committee that shaped the Needs Assessment did so hoping that the report would serve as a framework for an expanded application to policy. The sub-committee believes that the scope of the information gathered on Jefferson County provides a significant opportunity to make future investment and policy decisions based on local data. It is our hope that by the time of the next Needs Assessment we will find ample evidence of data cited in this report serving many stakeholders beyond the Alliance. This Assessment lays out the status of youth in our community across many domains and, as resources become available, we hope the entire community looks to this report to inform decision-making, funding and program development.

The section on Pathways to Delinquency highlights the importance of understanding how and why youth can progress from minor disruptive behavior to chronic, serious and violent delinquent/criminal behavior. Louisville Metro specific data provides our community with opportunities to target known problem behaviors and intervene earlier to disrupt these pathways. Likewise, the section on assets and deficits provides insights into areas where our local youth have strengths and needs and thus opportunities to enhance the community's efforts in those areas.

The Alliance intends to use the knowledge gained from this needs assessment to establish its funding priorities and urges major funders in the community to use the data and/or recommendations contained in this report to form consensus on a number of commonly shared and sharply focused community outcomes which become priorities for investment, collaboration and partnership. We also recommend that consensus be formed around these community outcomes to identify specific means of measuring success and change (indicators), thereby raising the bar for accountability and quality. There are currently a number a number of examples of success in operation that serve as models for this vision.

With this Needs Assessment and the resulting Report as a first step, the Louisville Metro Alliance for Youth has initiated a journey toward collaborative, evidence based, accountable and dynamic programs for youth. The ultimate goal is that Louisville will be characterized by a full range of services and opportunities that support our young men and women in their pursuit of success.

# **APPENDIX**

## Data Sources:

LOUISVILLE METRO ALLIANCE FOR YOUTH NEEDS ASSESSMENT DATA SOURCES		
Source	Report Title (If applicable)	Years Covered
Administrative Office of the Courts	<i>Court Designated Worker Program JCS32 Report</i>	2000/2001 – 2003/2004
The Alliance for Girls and Kentucky Youth Advocates	<i>Girls Count in Louisville The Status of Girls in Louisville Metro 2004</i>	Varies depending on the issue
Community Coordinated Child Care (4-C's)	<i>Child Care</i>	2004-2005
Jefferson County Public Schools	<i>Comprehensive School Survey Safe and Drug Free Schools</i>	1997 - 2005
Jefferson County Public Schools	<i>Commonwealth Accountability Testing System (CATS) District Report Card</i>	2003 - 2004
Jefferson County Public Schools	<i>Safe and Drug Free Schools Suspension Report</i>	2001 - 2004
Jefferson County Public Schools	<i>Suspension Data</i>	2001 - 2004
Jefferson County Public Schools	<i>Attendance / Truancy Prevention Implementation Plan</i>	1999/2000
Jefferson County Public Schools	<i>Truancy Data Memo from M. Munoz</i>	2003/2004
Jefferson County Public Schools	<i>Communication with A. Ferriell</i>	Varies depending on the issue
Kentucky Department of Education	<i>Attendance Rates</i>	1999 - 2003
Kentucky Cabinet for Health and Family Services	<i>Leading and Selected Causes of Resident Deaths</i>	Varies depending on the issue
Kentucky Department of Education	<i>Commonwealth Accountability Testing System (CATS) Academic Index Scores</i>	2001 - 2004
Kentucky Department of Education	<i>Commonwealth Accountability Testing System (CATS) Report Card</i>	2002 – 2003
Kentucky Department of Education	<i>Performance Report for Jefferson County</i>	1999 - 2003
Kentucky Department of Education	<i>Dropout Rates</i>	1999 – 2003
Kentucky Department of	<i>No Child Left Behind Adequate</i>	2003 - 2004



Education	<i>Yearly Progress Report - 2004</i>	
Kentucky Department of Education	<i>Transition to Adult Life</i>	1999 - 2003
Kentucky Population Research Urban Studies Institute University of Louisville	<i>Making Connections, Neighborhood Profiles of Child &amp; Family Well-being (Fall 2000)</i>	Varies depending on the issue
Kentucky State Data Center U.S. Census Bureau	<i>Jefferson County Profile Data</i>	2000
Kentucky Youth Advocates	<i>KYA Kids Count Dropout Data</i>	1998 - 2002
Kentucky Youth Advocates	<i>KY Kids Count 2003 County Data Book</i>	Varies depending on the issue
Kentucky Youth Advocates	<i>KY Kids Count 2004 County Data Book</i>	Varies depending on the issue
Louisville and Jefferson County	<i>Annual Drug, Alcohol, and Violent Crime Database Report(s)</i>	1999 - 2004
Louisville Metro Health Department	<i>Health Status Assessment Report, 2004 Memo from B. Adkins Memo from S. Andersen</i>	Varies depending on the issue
Louisville Metro Alliance for Youth Older Teens' Issues Subcommittee	<i>Youth Survey</i>	2005
Louisville Metro Youth Detention Center	<i>Detention Admission Data</i>	2004 - 2005
Search Institute, Minneapolis, MN	<i>Developmental Assets: A Profile of Your Youth for Jefferson County Schools</i>	2000
Seven Counties Services	<i>Communication with P. Cummings</i>	Varies depending on the issue

## 40 Developmental Assets - SEARCH INSTITUTE®

External Assets		
Asset Type	Asset Name	Definition
<b>Support</b>	1. Family support	Family life provides high levels of love and support.
	2. Positive family communication	Young person and or his parent(s) communicate positively, and young person is willing to seek advice and counsel from parent(s).
	3. Other adult relationships	Young person receives support from three or more nonparent adults.
	4. Caring neighborhood	Young person experiences caring neighbors.
	5. Caring school climate	School provides a caring, encouraging environment.
	6. Parent involvement in schooling	Parent(s) are actively involved in helping young person succeed in school.
<b>Empowerment</b>	7. Community values youth	Young person perceives the adults in the community value youth.
	8. Youth as resources	Young people are given useful roles in the community.
	9. Service to others	Youth person serves in the community one or more hours per week.
	10. Safety	Youth person feels safe at home, at school, and in the neighborhood.
<b>Boundaries and Expectations</b>	11. Family boundaries	Family has a clear rules and consequences and monitors the young person's whereabouts.
	12. School boundaries	School provides clear rules and consequences.
	13. Neighborhood boundaries	Neighbors take responsibility for monitoring young people's behaviors.
	14. Adult role models	Parent(s) and other adults model positive, responsible behavior.
	15. Positive peer influence	Young person's best friends model responsible behavior.
	16. High expectations	Both parent(s) and teachers encourage the youth person to do well.
<b>Constructive Use of Time</b>	17. Creative activities	Young person spends three or more hours per week in lessons or practice in music, theater or other arts.
	18. Youth programs	Young person spends three or more hours per week in sports, clubs, or organizations at school and/or in the community.
	19. Religious community	Young person spends one or more hours per week in activities in a religious institution.
	20. Time at home	Youth person is out with friends "with nothing special to do" two or fewer nights per week.
Internal Assets		
<b>Commitment to Learning</b>	21. Achievement motivation	Young person is motivated to do well in school.
	22. School engagement	Young person is actively engaged in learning.
	23. Homework	Young person reports doing at least one hour of homework every day of school.
	24. Bonding to school	Young person cares about her or his school.
	25. Reading for pleasure	Young person reads for pleasure three or more hours per week.

<b>Positive Values</b>	26. Caring	Young person places high value on helping other people.
	27. Equality and social justice	Young person places high value on promoting equality and reducing hunger and poverty.
	28. Integrity	Young person acts on convictions and stands up for her or his beliefs.
	29. Honesty	Young person "tells the truth even when it isn't easy."
	30. Responsibility	Young person accepts and takes responsibility.
	31. Restraint	Young person believes it is important not to be sexually active or to use alcohol or other drugs.
<b>Social Competencies</b>	32. Planning and decision making	Young person knows how to plan ahead and make choices.
	33. Interpersonal competence	Young person has empathy, sensitivity, and friendship skills.
	34. Cultural competence	Young person has knowledge of and comfort with people of different cultural/racial/ethnic backgrounds.
	35. Resistance skills	Young person can resist negative peer pressure and dangerous situations.
	36. Peaceful conflict resolution	Young person seeks to resolve conflict nonviolently
<b>Positive Identity</b>	37. Personal power	Young person feels he or she has control over "things that happen to me."
	38. Self-esteem	Young person reports having a high self-esteem.
	39. Sense of purpose	Young person reports that "my life has a purpose."
	40. Positive view of personal future	Young person is optimistic about her or his person future.

## LOUISVILLE METRO ALLIANCE FOR YOUTH ROSTER

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## Endnotes:

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- <sup>i</sup> Search Institute, 40 Developmental Assets, Minneapolis, MN
- <sup>ii</sup> 2004 Population Estimate, Population Division, U.S. Census Bureau
- <sup>iii</sup> *Keeping Young People in School: Community Programs that Work*, Juvenile Justice Bulletin (June 1997), Office of Juvenile Justice and Delinquency Prevention, Washington DC
- <sup>iv</sup> National Institute on Drug Abuse, [http://www.drugabuse.gov/NIDA\\_notes/NNvol19N2/Early.html](http://www.drugabuse.gov/NIDA_notes/NNvol19N2/Early.html)
- <sup>v</sup> *Childhood Victimization and Delinquency, Adult Criminality, and Violent Criminal Behavior*, 2001, U.S. Department of Justice, National Institute of Justice, Washington, DC
- <sup>vi</sup> *Louisville/Jefferson County Gang Free Communities Assessment Report*, 2003
- <sup>vii</sup> Search Institute, Minneapolis, MN
- <sup>viii</sup> *Health Status Assessment Report*, Louisville Metro Health Department, September 2004.
- <sup>ix</sup> *Beyond A Comprehensive Vision for the Regional City of Louisville*, 2002, Brookings Institution Center on Urban & Metropolitan Policy.
- <sup>x</sup> Older Teens Issues Survey, Metro Alliance for Youth, 2005
- <sup>xi</sup> American Community Survey, <http://www.census.gov/acs/www/Products/Profiles/Single/2003/ACS/Tabular/050/05000US211111.htm>
- <sup>xii</sup> Leading and Selected Causes of Resident Deaths, 2000. Available at <http://chfs.ky.gov/NR/rdonlyres/5F82199F-3580-4DF9-9D9A-FE03F03C16B6/0/2000CntyprofcountiesLCD.pdf>
- <sup>xiii</sup> <http://www.cdc.gov/nchs/data/factsheets/injury.pdf>
- <sup>xiv</sup> Addressing the Problem of Bullying, OJJDP Fact Sheet (June 2001), available at <http://www.ncjrs.gov/pdffiles1/ojjdp/fs200127.pdf>
- <sup>xv</sup> Johnson, K., Neace, W., Munoz, M., Peavler, R., (2004). Evaluating evidence-based programs, capacity-building, and sustainability actions of Project SHIELD: Pushing the boundaries of prevention research.